

PROCEEDINGS  
EDUCATION CONGRESS  
1936

EDUCATIONAL PLANNING

LESTER K. ADE

*Superintendent of Public Instruction*

Bulletin 4



Department of Public Instruction  
COMMONWEALTH OF PENNSYLVANIA

Harrisburg

1936

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(Continued inside back cover page)





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of the  
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EDUCATIONAL PLANNING  
Finance  
Legislation  
Instruction

LESTER K. ADE  
*Superintendent of Public Instruction*



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COMMONWEALTH OF PENNSYLVANIA  
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## FOREWORD

The Education Congress of 1936, which was held in Harrisburg on October 7 and 8, was sponsored by the Department of Public Instruction to provide an opportunity for educators and laymen of the Commonwealth to meet for a discussion of their common and special problems relating to public education. The convention was scheduled in the Fall in order that the conclusions reached might be presented to the General Assembly at its session in January, 1937.

With the cooperation of school officials and lay leaders throughout the State, the Department of Public Instruction made a careful survey of conditions actually confronting the public schools. This direct study revealed a variety of educational problems, which could however, be conveniently classified as financial, legislative, and instructional. Accordingly, the Congress Committee, which comprised members from every part of the State, organized the program under the heading of "Educational Planning" with reference to these three phases.

Not only was the program developed in this representative manner, but it was conducted largely by the open conference method. One of these panels devoted a day to the discussion of financing public education, another to suggested legislation for Pennsylvania, a third to problems in the improvement of teaching, and a fourth to the improvement of curriculum. Under this plan every member who attended the conference enjoyed complete liberty to not only raise questions about problems of particular interest to himself, but to express his views on problems proposed by others. Following these four panel discussions, a time was set aside in one of the general sessions of the Congress during which the entire membership heard summary reports of the several panel meetings.

A unification of the various aspects of public education in Pennsylvania was presented in the General Session of the Congress under the headings "State Educational Planning" and "Educational Planning in Pennsylvania." The former title revealed several general principles of the administration of a state-wide educational program. Under the second title, "Educational Planning for Pennsylvania," the program for the Commonwealth, comprising such aspects as the common philosophy of education in this State, the present program of instruction, the organization and personnel of the Department, and the advancing frontiers of education, was outlined somewhat in detail.

To continue this development of a cooperative effort in planning the public education program for Pennsylvania, a representative committee has already been appointed to plan the Education Congress for 1937. The members of this Committee, who are already at work developing a program for next year that will serve the educational needs of the entire State, consists of the following members: Dr. Samuel Fausold, Deputy Superintendent of Public Instruction; Mr. Harvey Gayman, Assistant

Executive Secretary and Director of Research of P. S. E. A.; Dr. S. N. Ewan, Jr., Superintendent of Lansdowne Schools; Dr. Ben G. Graham, Superintendent of Pittsburgh Schools; Mr. Thomas Francis, Superintendent of Lackawanna County Schools; Mr. Arthur P. Mylin, Superintendent of Lancaster County Schools; Mr. C. Herman Grose, Superintendent of Erie City Schools; Dr. Arthur W. Ferguson, Superintendent of York City Schools; Mr. Meyers B. Horner, Superintendent of Washington Schools; Dr. Frank C. Ketler, Superintendent of Cheltenham Township Schools; Mr. Thomas L. Pollock, Superintendent of Charleroi Schools; Mr. Paul E. Witmeyer, Superintendent of Shamokin Schools; Dr. G. Morris Smith, President of Susquehanna University; Mr. Archibald P. Akeley, Superintendent of Potter County Schools; Mr. Raymond W. Robinson, Superintendent of DuBois Schools; Dr. Alfred D. Thomas, Superintendent of Hazleton Schools; Dr. Robert M. Steele, President of California State Teachers College, and Dr. Clyde C. Green, Superintendent of New Castle Schools.

The proceedings of the Education Congress for 1936, which are presented in this bulletin, are offered to the school folk and citizens of Pennsylvania, so that the results of these vital discussions may be generally known. It is only through such common information and understanding that all who are concerned with the education of the children, youth, and adults of Pennsylvania may have an opportunity to participate in the comprehensive program that has been outlined.

LESTER K. ADE

*Superintendent of Public Instruction*

October, 1936



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# GENERAL SESSION

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## EDUCATIONAL PLANNING FOR PENNSYLVANIA

by

DR. LESTER K. ADE

*Superintendent of Public Instruction*

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### Introductory

At the outset, I wish to take this opportunity to express my personal appreciation to the members of the Committee that have helped to formulate this program. Doctor Fausold in particular, as Chairman of this Committee, has spent hours in planning it, and while many of you have spoken to me about the fine program we are having, the Committee headed by Doctor Fausold, is largely responsible for it. I have sat in on a number of conferences in helping plan the general outlines, but the details have all been followed up by him. He is even responsible for Doctor Edmonson's being here without a dress suit; I had nothing to do with that. As a matter of fact, he told me to come with one; and so if there is anything right about the program, you understand, I take the credit, and if there is anything wrong, Doctor Fausold is responsible. That, Dean Edmonson, is good administration in Pennsylvania—you might try it in Michigan.

### General Underlying Principles

With respect to the topic announced, there should be a few underlying principles basic to the conduct of a great Department of Public Instruction. You remember, last year at our Educational Congress I pleaded that we should: (1) develop a working philosophy, or a policy with respect to education; (2) formulate a modern educational program; (3) establish an organization and, finally, (4) secure the personnel, or a staff to put the program into operation. We have gone quite some distance since last year in formulating a philosophy of education and a program, and in effecting a reorganization of the Department of Public Instruction.

A state department of public instruction should never regard itself as set up for its own sake. There should be no separateness from the people served. The degree of participation which can be stimulated throughout the state on the part of adult laymen as well as professional workers, is the best evidence of whether or not a state department is succeeding. Altogether too frequently it appears that activities are concentrated upon future programs and future living. The emphasis, it seems to me, ought certainly to be upon present-day participation and present-day growth on the part of our citizens. It seems so easy, in education, to think of remote gains for a people, and so difficult to secure immediacy of results.

### **The Principle of Democracy**

Secondly, a state department plays a dual role. It must accept responsibilities for initiating new programs and new policies, and at the same time plan ways and means by which its programs can be carried out. Progress must be assured, and yet, dictatorial imposition must be avoided.

The road to be followed is not altogether smooth and clear. I have found that out since assuming this great office. It is somewhat difficult to be efficient in a state department, and at the same time, to attempt to meet the many criticisms and satisfy each of the constituent elements in their varied requests. You recall, a year ago I asked for patience and perseverance. I want now to thank the educational and lay leaders in this Commonwealth for the patience they have manifested with the development of our program up to the present time. I have never had finer treatment accorded me personally and professionally than I have had by the leaders of our great State. I can ask for no better cooperation in the future than I have had during this first year.

The staff of a state department of public instruction is associated with two groups: the professional educators, with their principles and scientifically derived procedures, and the great mass of lay members, yearning for participation in serving the educational needs and practices of the people. If we analyze a state educational department, we soon find that one of its main purposes is being achieved when many of these organizations are participating fruitfully in the furtherance of high educational ideals.

We might pause for a moment to say that one of the most stimulating activities that can go on in a school system is an attack on the curriculum on a cooperative basis. It is not only the accomplishment of tangible results in building a curriculum, but in establishing an attitude among your teachers, that counts; for that in itself stimulates growth. In other words, if we correctly analyze the situation we find that one of our main purposes has been achieved when many of the organizations and many of the individuals are actively participating. That, of course, is one of the new theories that is being so much emphasized at present.

### **The Principle of Public Service**

A state department is merely a service agency for fostering new principles of human relations which are being promulgated. It should give new techniques for handling materials of instruction, for providing for physical facilities in school plants, and for discovering desirable content; it should gather through the state the superior achievement of its folks and encourage others toward like growth through the recognition of these successes. In other words, one of its functions should be similar to that of the United States Office of Education, which gathers the best practices and makes them available to all other states. That same thing is true within a state department, a great state department like ours here

at Harrisburg. If we can assemble the excellent activities that are going on in our schools, and then make such information available to others, that is a very important service.

### Education For All

Again, a state department should present a program from which the most lowly of its citizens, as well as its most highly endowed, can secure individual gains. It should utilize every agency developed by man's inventive genius to provide educational contacts for all. It should take education out of the narrow confines of the schoolhouse and make the educational program as broad as the state itself. The influence of such a public instruction department is felt daily in all parts of the state, not because of its mandates, but because of its actual provisions for growth experienced by the many.

In some way or other, a state department should find ways and means of stimulating simultaneous growth in the various parts of the state. The educational lag in certain sections of the state seems so unnecessary and illogical. And yet it is something that is with us always. Practice always lags behind theory and therefore needs stimulation on a simultaneous basis.

The commercial world has learned how to arouse communities and individuals from the inertia in which tradition steeps them. Similarly a state department of public instruction should find ways and means of utilizing its own press, the public press, and other acceptable agencies for the constant promotion of education. Here, the recognition of growth in one area may be a very definite stimulation to the improvement in another.

So much for the general underlying principles.

### A Universal Function

Relative to our own program in Pennsylvania, permit me to state that the activities of the Department are rooted in the fundamental principle that public education is a universal function and, as such, must be a cooperative enterprise in which all the people participate. Accordingly, the paramount criterion in determining its policies and services is community needs and conditions. Many of you have heard me say regularly that the key words of the new education are needs and interests, activities and experiences; the key words of the old education were pay attention, recite, and obey.

Consequently, we are trying to guide and formulate the program in terms of community interests and community needs. It thus not only aims to meet the interest of all groups, but to serve these interests at all age levels. This is the more comprehensive attack on our educational program. We have much to learn from some of our foreign countries in connection with providing an adult education program. England's program is exceedingly interesting. The work that has been done in Denmark in their Folk

Schools and in their program of adult education is challenging. We cannot bring it to America and adopt it "in toto," but we can get suggestions for guidance in formulating a more dynamic program of adult education. That in itself is a great and challenging area.

The public school is conceived as an epitome of society where the education program is fashioned *in terms of adaptation, of growth and adjustment of pupils, in which they learn a democratic way of living, by living in a democratic way.* And that is why we are encouraging group activities. That is why we have committees, that is why we set up the program on democratic principles. John Dewey's definition that we should teach boys and girls to work for others and with others, and at the same time to think and judge for themselves, is the comprehensive attack on the theory of individual growth and social growth. And may we never say—"Individual growth versus social growth." It seems to me that these two must go on concurrently. We want individual growth, and we want social growth. And above all, the underlying principle of our Department recognizes character and the good life as the highest and ultimate aim of all education.

### **The "We Spirit"**

Moreover in a program that involves a population of approximately ten million folks and directly serves nearly two million pupils in our elementary schools and a half million in our secondary schools, it is inevitable that the "We Spirit" should characterize the administration of the program. That is the cooperative attack. Only by the fullest cooperation of all the folks can the Department realize its commitment to guarantee to every pupil an adequate education under the guidance of competent and sympathetic teachers, through the medium of a program adapted to the civic, vocational, and personal needs of the individual, carried on throughout a school term sufficiently long to expand as far as possible the native capacity of the learner, in school buildings adequately adapted to school purposes.

### **Meeting Changing Needs**

In developing the program for Pennsylvania, the Department has recognized the rapid social changes that characterize the contemporary period, and has adapted the program to meet changing needs. With the increasing complexity of social life, there has been necessary an enlargement of the educational offerings in the public schools. The policies giving direction to this program are based not only upon the need of the school, but upon the public attitude as expressed through its educational and civic organizations. These policies have evolved from a sound and accepted educational philosophy. In order to guide educators, legislators, and the public in the development and maintenance of an adequate educational program, the Department has planned its service not only in terms of one or two years, but with a view of

setting up a foundation on which a program may be projected into the future. The program is based on the principle that the public school is responsible for the education of all the people, and is charged with the duty of providing an educational program that will enable them to obtain an education adequate to fulfill the requirements of good citizenship.

A detailed exposition of the functions and services of the several bureaus and divisions of the Department have been set forth in a new bulletin, entitled, "The Program of the Department of Public Instruction," which will be made available to educators and laymen throughout the Commonwealth. (A copy of the Program was placed in the hands of each person in the audience.)

In effecting the organization of the Department as shown in the chart at the end of the printed Program, efficiency of service was the primary basis of allocations and arrangement. The principal factors in forming an organization are the personnel aspect and the functional aspect. You will find in drawing up a chart for an organization, that it is sometimes very difficult, because you have two masters, and you cannot serve God and mammon at the same time. If you formulate a program in terms of personnel, your decision will be one thing, whereas if you formulate a program in terms of function, irrespective of personnel, your organization will be somewhat different. Consequently, it is necessary to frequently compromise between the two.

For example, when I came to Harrisburg a year ago last June, the Division of School Law was a part of the Bureau of Professional Licensing. As you remember, Mr. Dennison was handling that work, and he was assigned that Division because of his competency in that field. When Doctor Ackley was brought to that Bureau, he handled School Law and it was continued in the Bureau of Professional Licensing. Why? Merely because of the personnel factor. You had a man who was equipped to serve in that particular field. Since that time, we have transferred Doctor Ackley to the Bureau of Administration and Finance, and, likewise, we have transferred the Division of School Law to the Bureau of Administration and Finance, where, on the basis of function, it more properly belongs. These facts are mentioned here only by way of illustration of the problem, and the complications with which one is confronted when reorganizing a Department. Frequently, the two principles conflict in the allocation.

### **Service Units in the Department**

The wide scope of the Department's program is indicated by the number and variety of functional units in the organization. On pages 8 and 9 of the printed Program, you will find sixty-seven different activities that are going on within this great Department, and it is not easy for me to keep in touch with all of them. You can see here the list of all of the activities that are calling for attention, and almost each one requires the Superintendent of Public Instruction to get into the detail at one point or another.

### Personnel Policies

The paramount policy of the Department with respect to personnel, where vacancies occur, has been to secure competent men and women as staff members. In practically every appointment, care has been taken to secure individuals of extensive professional preparation and wide practical experience in the field to which they are called. For positions on the general staff, the attainment of the Master's Degree, or its equivalent, has been the standard; for Bureau Directors and Division Chiefs on the Staff, the Department has held the Doctor's Degree or its equivalent, as the standard.

Since a reduced budget for the biennium has made it necessary to carry on the work of the Department with a limited personnel, it has become imperative that only the most competent and proficient people be engaged, in order to maintain adequate education service in the Commonwealth.

A new departure with respect to personnel consists in designating an Assistant to the Directors of the Bureaus and other major Divisions, which report directly to the Superintendent of Public Instruction.

You remember last year it was announced at the beginning of the new administration that we were planning to appoint a Deputy Superintendent of Public Instruction without portfolio. We did, and that arrangement has worked out very satisfactorily. As a matter of fact, if it had not been for the fine work that Doctor Fausold has done in the Department, especially his carrying on the work during my absence, it would not be possible for me to make contacts with the field except in a very limited manner. There are so many details that clear within the Department that at least one full-time Deputy is needed. Public Instruction was the only large Department that did not have a full-time Deputy without portfolio, until Doctor Fausold's appointment.

In accordance with the same policy, we have designated Assistant Directors of Bureaus. Again, we could not go out and create additional positions. It would further improve the service in this Department if we had full-time Assistant Directors. What we have done is to designate a man within the Bureau, who will also act as Assistant Director of the Bureau, or as an Assistant Chief of a Division, where the Division reports directly to the Superintendent. The theory back of this policy is to provide continuous service. If you come to the State Education Office and want service, and the Director is not here, you have another man with whom you can confer, who sees the program of a Bureau in its entirety, who at least is assuming more responsibility for the entire program within the Bureau than that of his own small niche; and we believe that is good administration.

Likewise, a Deputy Secretary of the Public School Employees' Retirement Board has been designated. It seemed to us to be good administration to have a Deputy Secretary so that this important

field may be served more effectively in the future than has been possible in the past.

We have placed in your hands the Program and the mimeographed list of the Personnel Directory within the Department. In the reorganization you will note we have changed some titles. We have also shown the room numbers for your general information.

### **Cooperation From Leaders**

We want to take this occasion to thank the District and County Superintendents, and other educational leaders to whom we sent a proposed Organization Chart, for their reactions to that chart and for their reactions to the development of a Program. Their comments have been very helpful in formulating our Program and in setting up the new organization at Harrisburg. In not all of the cases were we able to adopt the suggestions; there were some situations that we found almost impossible to change. Many of the Superintendents suggested that we call the Division of Extension Education, Adult Education, but we found that the legal statutes were so involved that it seemed expedient, temporarily, to retain the expression, Extension Education.

### **Public Relations Program**

While the general Public Relations Program of the Department is treated in detail in its proper place in the printed Program, there are special aspects with reference to the Executive Office that may be appropriately treated here. The effectiveness and general progress of the educational program depend upon the cooperation of the citizens and the school officials. I heard one on cooperation a few years ago that amused me. Superintendent Claude E. Russell of New Haven, Connecticut, said to me, "your predecessor was always talking about cooperating, but I noticed that he always wanted me to do the 'co-ing' but he wanted to do the operating." I hope that is not true in connection with our relationship. Therefore, your reaction to the Program is requested. We assure you that we shall give your suggestions very serious consideration.

### **Friendly Visits**

The degree and the intelligence of this cooperation depend in a large measure upon the adequacy and the authenticity of information in possession of all concerned. Moreover, the correlation of effort of those engaged in promoting public education in Pennsylvania can best be effected by the establishment of personal contacts, through interviews, public meetings, and friendly visits. Fully realizing the importance of close relationships and sympathetic understanding among those charged with educational leadership, I have, since my inauguration into office, systematically planned to contact, personally, all the County Superintendents and Superintendents of first and second class districts during my first

year in office. At the beginning of my second year, I began a systematic visitation of all District Superintendents of third class districts. These individual interviews, together with participation in meetings of various associations, professional organizations, school directors associations, and other groups engaged in educational discussions, inevitably bring about a close relationship between the Department and the public schools throughout the State.

### **Conventions**

Through mutual understanding developed by these visitations, a close coordination of effort in the interest of public education, can be effected. Some of our annual conventions are of special significance with respect to the Public Relations Program. The Annual Education Congress serves a unique function in bringing together all educators from superintendents to college presidents, as well as representatives from interested lay groups, for the purpose of discussing and understanding educational problems in the Commonwealth.

The discussions of our present Education Congress are very appropriate. Surely, discussions upon proposed legislation, on finance, and on the improvement of instruction, are helpful, not only to the State Department and its staff, but also to you as educational leaders. I am very much pleased that they have been set-up on the basis of general participation on the part of the groups who have come to the Congress.

Another annual meeting that makes a strong contribution to our Public Relations Program is that of the State School Directors Association and the State School Board Secretaries Association. Participating in this joint convention are representatives from practically all of the school districts of Pennsylvania. The annual meeting of the Trustees of the State Teachers Colleges and of the Presidents of State Teachers Colleges are other regular conferences that provide opportunities for establishing a closer relationship between the Department and Public Educational Institutions within the State.

### **Monthly Meetings of the Staff**

Moreover, our Department has adopted the practice of calling together all the staff members each month, with the view of bringing about a closer correlation of activities of the different offices. Such coordination, obviously, results in more efficient service to the public schools. Among the subjects discussed by the staff at their monthly meetings for the current year are the coordination of Bureaus and Divisions—we want a closer coordination and cooperation among the various divisions and bureaus within the Department; the organization of the Department; the program of the Department; proposed school legislation; a larger unit of school administration, and like topics. In addition to the professional stimulation gained at these meetings, there is an opportunity for sociability among the members.

### Monthly Bulletin

A monthly bulletin of from eight to twelve pages, entitled "Public Education" constitutes another means of establishing adequate public relations between the Department and the State at large. This bulletin, which circulates monthly to 11,000 school folks and approximately 6,000 lay leaders, presents in a convenient form the various services being rendered by the Department, as well as current problems as they develop in the various public educational institutions and districts. The Department welcomes your criticism of that particular document. If you see where this monthly bulletin can be improved, we should be very appreciative of any suggestions that you send along, and our Editor will be only too glad to incorporate them wherever possible. We shall do everything we can to make this bulletin worthwhile and serve the educational interests of the Commonwealth.

### Advancing Frontiers

The last point to which we call your attention is entitled, Advancing Frontiers. If you will turn to pages 46, 47 and 48 of the printed Program, you can follow the material here. While the general Program of public education is going forward on all fronts—and I do not mean to say that these advancing frontiers represent in their entirety the program of the Department—there are a score or more areas which are unusually active at present. These advancing frontiers are progressing in directions that have been slowly evolving over a period of years, and represent not only an expression of effort and conviction of the progressive schoolmen of our great Keystone State, but are already in force in many places. These forward movements are not innovations based upon vague desire or mere hope, but are in harmony with a common philosophy of education on the part of teachers, supervisors, superintendents, and others charged with the direction of the educational affairs in Pennsylvania. They are in agreement with the essential objectives of education as commonly understood today. Only by a common philosophy can innovations and forward steps be properly estimated.

May we now turn to page 46 of the printed Program. Many advancing frontiers may be recognized.

#### GENERAL

1. Developing a sound common philosophy of education.
2. Establishing a closer coordination between the Department and the public, between the Department of Public Instruction and other State Departments, as well as among the Divisions within the Department itself.
3. Disseminating educational information to obtain a wide spread participation of citizens in the development of the Program of Public Instruction.

FINANCIAL

4. Providing a financial program that will equalize educational opportunity in all parts of Pennsylvania:
  - a. By increasing State subsidies to districts which have improved educational opportunities through consolidations.
  - b. By granting sufficient special aid to enable districts in extraordinary financial distress to maintain an adequate educational program.
5. Adapting school plant construction to the new requirements of consolidation and other needs of an ever-expanding educational program.
6. Improving transportation service to provide larger attendance areas with the fullest possible educational facilities.
7. Evolving a formula for the equitable allocation of appropriations to the State Institutions with due regard to their respective requirements.

PROFESSIONAL

8. Adapting the facilities of the State Teachers Colleges to changing demands in public education.
9. Advancing Teacher Education standards relative to both pre-service and in-service professional growth.
10. Educating an adequate supply of teachers qualified to serve in new and special fields such as automobile driving, aviation, safety education, distributive trades, vocational education, and the like.
11. Adjusting the available supply of teachers to meet the actual demand.
12. Stabilizing the professional service in the classrooms by encouraging adequate salary, tenure, and retirement laws.

INSTRUCTIONAL

13. Enriching educational offerings of the Program in accordance with the expanding requirements of contemporary life:
  - a. By encouraging vertical extension of the Program to comprise age levels inclusive of nursery children, out-of-school youth, and parents.
  - b. By encouraging horizontal expansion of the Program to make universally available such courses as safety education, special education, practical arts, vocational education, business education, radio, and motion pictures.
  - c. By increasing social opportunities through community planning and the organization of Community Councils in every locality to meet the educational, social, recreational, and vocational needs of all the people.
  - d. By cooperating with established agencies—local, State and Federal—in improving educational opportunities.

- e. By developing a health education program that gives emphasis to healthy living rather than to curative and remedial practices.
- f. By extending opportunities for music and art education to every school district.
- 14. Developing materials of instruction more closely adapted to local needs:
  - a. By planning regional study areas involving a wider participation of members of the profession and lay leaders.
  - b. By using community resources—human, industrial, and natural—to supplement the traditional curriculum as materials of instruction.
  - c. By correlating the study of home economics, agriculture, industrial and business education with community agencies—teacher, pupil, and parent cooperating in common projects.
- 15. Establishing library service and visual education materials in every public school and community, and providing for the wide dissemination of information on the history of Pennsylvania.
- 16. Advancing the standards of professional and occupational practice by upgrading the preparation of personnel; and improving the efficiency of public service by the extension of civil service examinations.
- 17. Rehabilitating and reeducating youth and adults who require such service in order to become employable in a useful occupation, and affording handicapped children educational opportunities commensurate with their capacities to learn.
- 18. Instituting, with the cooperation of school officials and teachers an efficient state-wide testing program for elementary and secondary school youth.
- 19. Affording students sound and sympathetic guidance in the social, educational, and vocational aspects of their education.
- 20. Emphasizing the inculcation of attitudes, abilities, appreciations, and ideals, in addition to information, habits, and skills.

It is disturbing when people go out and argue against knowledges and skills, and plead for only attitudes, appreciations, and ideals. There is no dualism between these two points of view, and there ought not to be. We need both, and the more enriched program certainly provides for more than mere tools of knowledge. We need reading, writing, and arithmetical computation, but we also need attitudes, appreciations, and ideals, and the modern program provides for both. That is the point of view of the Department.

### **Activities Program**

The Department is interested in the Program as it is developing here and now, this year, and next year. We want to go forward

just as rapidly as we can. The Program is referred to as "The Activity Program." Not the program that will be in effect fifteen or twenty years from now, but the program that will be in operation, and the program that we are attacking this week, this month, this year. To be sure, not all of the topics that have been suggested here are going to be accomplished in their entirety, but the Department stands ready to work in the directions indicated by these twenty lines of attack as the most active of those in the Department at the present time.

On the back of the printed Program, your attention is called to the present organization of the Department. This organization is the one that is now in effect. As a matter of fact, the Governor's Executive Board approved this organization August 14, 1936.

### **Cooperation of Social Agencies**

In conclusion, leaders of lay and professional groups throughout the State are called upon to join in studying the educational problems of the Commonwealth. The advice and assistance of all interested groups are of vital importance in the further development of the educational program in Pennsylvania. The people should be conscious of the fact that the public schools belong to them, and that with their friendly consideration of our educational problems, a definite and consistent program adequate for all the children of all the people concerned will be assured.

Again we thank you, and each of you heartily, for your suggestions and help in developing the reorganization plans and the Program of the Department. May we also take the further opportunity to hope that as many of you as possible will come in tomorrow to hear the reports of the several committees on the panel discussions that are such an important part of the 1936 Congress Program.

## **APPRAISING THE PROGRAM OF A STATE DEPARTMENT OF PUBLIC INSTRUCTION**

by

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### **A State's Responsibility**

In appraising the program of a state department of public instruction it is well to recall that since the constitutional convention of 1787 we have accepted the political theory that the state is the sovereign unit for the administration of education. The fact that the several states have accepted this responsibility is established by studies showing that the new and revised constitutions adopted during the period from 1776 to 1929 have contained guarantees for education except in rare instances. This evidence fur-

nishes convincing proof that our various states have not ignored the importance of state guarantees for schools. The history of American education also shows that there has been a consistent movement toward greater centralization of state direction of education.

Recent trends in education have had the effect of multiplying the amount of educational effort, of expanding the program of instruction and, of increasing the expenditure of public funds to such an extent that increased state participation in matters of organization and management has become imperative. This increasing extension of authority of the state in matters of education has raised important problems of the relative responsibilities and functions of the localities, states, and the Federal Government for education. These relationships are not easy to define in policies that have permanency because new problems are constantly arising that require the re-thinking of the relationships. It is therefore not an easy task to define with positiveness the program of a state department of education.

It is common knowledge that we do not have a national system of education in the United States, but rather a collection of state systems that exhibit very interesting differences. Because of these differences it is quite impossible to declare that all state departments should perform a similar set of specific functions. Our state departments of education have like Topsy "just growed up." Most of the departments have had duties added or responsibilities decreased at every recent session of the legislature. Some of the state departments are relatively strong; whereas others are weak and inefficient. On this issue, Doctor Judd of the University of Chicago, made a severe comment at the 1936 meeting of the Department of Superintendence at St. Louis. Doctor Judd said in part:

"There is no possibility of blinking the fact that many states are, in the year 1936, no more able to manage their educational systems properly than were in earlier times those states which in the years immediately following 1785 were intrusted with every sixteenth section for the maintenance of schools. It is time that educators frankly face the fact that in many cases the weakest department of state administration is the department of education."

The criticism offered by Doctor Judd does not apply to the Pennsylvania department of education to the degree that it applies to many other state departments of education; but the fact that so many are weak tends to impair the effectiveness of those that are relatively strong. In general it may be said that state departments of education have not developed to a point where the departments can perform a wide range of duties in an efficient system of state education.

### The Pennsylvania System

The organization of the state educational system of Pennsylvania is very interesting to a representative from Michigan as it is so radically different from our Michigan system. It may be more

effective than our Michigan organization but we could not use your plan and you could not use ours. This is due to the fact that your state educational organization has developed in terms of the conditions peculiar to Pennsylvania, and ours has developed in terms of Michigan's needs and traditions.

Some of the striking characteristics of the Pennsylvania plan for state education as brought out in the recent study by Chambers,<sup>1</sup> are as follows:

1. An appointive state board of education known as the State Council of Education, of which the Superintendent of Public Instruction is both president and executive officer.
2. Appointment of the Superintendent of Public Instruction by the Governor with the consent of the Senate.
3. Absence of a state university; maintenance of a land-grant college, and state financial aid to three non-sectarian private institutions of higher education.
4. Fourteen state teachers' colleges, each having a separate governing board, but attached to the Department of Public Instruction and subject to its control in several respects.
5. Designation of the State Council of Education as the authority for vocational education.
6. Examination and licensing for all professions and licensed occupations (except the profession of law) assigned to the Department of Public Instruction; no teachers' examinations.

The Pennsylvania plan represents a high degree of state control of many phases of education and the number of major divisions of your state department of Public Instruction furnishes convincing evidence that you have well organized machinery to carry out the numerous functions assigned by your state to its department of education. Your state plan differs from the organization in the majority of the American states, but your plan has been developed as a result of your state and local conditions which are in turn different from those in many of the American states.

### **A Unified and Cooperative Enterprise**

In appraising the program of a state department of education we should remember that educational administration has in principle, and should have in actual practice, no direct relation to partisan politics as we know partisan politics in this country. The public school system of a state is its greatest cooperative enterprise, supported by all the people regardless of their social or economic status in order that their children may have full opportunity for an education that will prepare them for life, for making a living, and for the duties and responsibilities of democratic citizenship. From the standpoint of public welfare, all citizens are interested alike in the schools. The great political parties do not differ in regard to educational principles or practices, and to attempt to make education a matter of partisan politics is good neither for

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<sup>1</sup> Chambers *State Educational-Administrative Organization*.

education nor for politics. Our schools should be kept free from partisan politics.

In appraising the program of a state department of education may I stress the duty of the state department to develop unity within the educational system. This is not an easy undertaking because there are so many forces that tend to divide educational interests. We should not blind ourselves to the fact that there is a need for a larger measure of cooperation between secondary schools and higher education. The articulation between the rural school and the neighboring city schools is far from satisfactory.

We know that state educational administration is often disturbed by jealous competition for public favor between different institutions. Higher education is often unsympathetic to the claims of the lower school system, if not openly at loggerheads with its official spokesmen, and vice versa. Educators too frequently become partisans of the institutions they serve, and board members become blind to the needs of institutions or localities other than their own. Too few are willing to consider the educational function of the state as a whole.

To develop a real spirit of unity is not an easy task but the task should have a prominent place in the program of a state department. To perform the task calls for a high quality of educational leadership. To further the objective of unity the state department should be in intimate touch with school officials, with faculties of state institutions, and teachers of the public schools, as well as with the public. The department should win the respect and confidence of all of these forces. This essential spirit of confidence, cooperation, and good will is not a thing of law, as statutes and governmental machinery can not create it. It has roots in a public sentiment that considers the state department of education a competent, patient friend, that is cooperative, leading, but not driving, in the great work or promoting the education interests of the children of the state. This public sentiment can be developed by a state department that uses and gives credit for knowledge and successful experience wherever it finds them in the state system, and that has but one major objective, namely the best education of the children. The department of education which joins hands with all agencies in the cooperative manner will prove a leader in advancing the educational interests of the state; one not fortified by such friendly cooperation will probably do little more than occupy office space and prove annoying to those who desire educational progress. To develop the needed unity cannot be accomplished in a single year. In fact it can never be fully accomplished but it is an undertaking that should receive consistent attention by the state department of public instruction.

In appraising the program of a state department of education, the responsibility for maintaining cordial relations with the public based on real understandings should be considered. In the long run a school system of a state can develop only such efficiency as public opinion will support. It is therefore highly desirable that

contact with influential lay groups be maintained. The state department is in a strategic position to do this.

The state department should also be very active in planning the legislation needed to promote the effectiveness of the school system. To plan such a program studies relating to state conditions should be carried forward in order to give a factual basis for recommendations to the state legislature. The services of experts in drafting educational legislation should also be furnished in order to protect the schools against laws that are poorly drafted. The state department should assume large responsibility for safeguarding the investment of public funds in educational programs. It should be the duty of the department to see that schoolhouses are well designed and that public money is not wasted in construction and repairs. The state department also should furnish leadership in curriculum revision, since the problem is one that can not be successfully attacked except by an agency that can command the use of the expert services of the state as a whole. The state department of public instruction should also be concerned with the education of teachers and in the standards for the certification of teachers. These programs should be developed in cooperation with the authorities of the higher institutions and the employing authorities in public and private schools. The leadership in developing standards should be furnished by the state department.

### **Check List of State Responsibilities**

To enumerate all of the possible activities of a state department of public instruction and furnish reasons to justify their inclusion in the state's program would call for a much longer paper than could be justified on this occasion. I have, therefore, prepared a check list containing thirty-five specific proposals for the program of a state department. It is granted that some of these proposals might not be feasible or desirable activities for the Pennsylvania state department, but the list is designed to focus attention on the possible range of responsibilities and functions of a state department and to facilitate the appraisal of the program of your state department. May I explain that the suggestion that this list be used by the members of this audience as a basis of appraisal of your state department's program has the approval of Doctor Ade and Doctor Fausold. I interpret this approval to mean that these officials appreciate constructive criticism. You will find that the list of proposals relates to public relations, legislation, instructional improvement, teachers' education, and many other matters that have to do with the maintenance of an efficient state system of schools. May I ask that you make an appraisal of the work of your state department by expressing a frank opinion on the degree of success with which the department is performing certain functions and meeting certain responsibilities.

The check list is entitled "What Should Be the Program of a

State Department of Public Instruction?" The complete check list is given herewith.<sup>1</sup>

**Directions for Use:**

*Place a question mark before any of the proposals that you believe do not constitute a desirable part of a program of a State Department of Public Instruction.*

*Make an appraisal of the work of your State Department by expressing a frank opinion on the degree of success with which the Department is performing certain functions and meeting certain responsibilities. To record your opinions, use the numerals 1, 2, 3, and 4 to mean Highly Successful, Successful, Fair, and Disappointing, respectively. If you have no opinion on a given proposal, use the numeral 5 to indicate this fact.*

**A State Department of Public Instruction should—**

1. Develop a philosophy of education to be used as a basis of building a unified program for all levels of education.
2. Maintain contacts with lay groups as a means of promoting more effective cooperation with the general public.
3. Organize and disseminate information relating to trends, needs, and special problems in state education.
4. Stimulate, aid, and sponsor investigations and inquiries that relate to the improvement of educational policies and procedures.
5. Aid in stimulating local initiative in matters pertaining to the support of education.
6. Promote the continuous revision of the curriculum in cooperation with representatives of the teaching profession.
7. Promote effective articulation between the units in the state school system.
8. Furnish expert assistance on problems that are too difficult or complicated for the personnel of local schools.
9. Coordinate the activities and contributions of various professional groups interested in state education.
10. Fix the standards for the certification of teachers and provide the means for enforcing these standards.
11. Provide for the inspection of the work of all types of schools, both public and private.
12. Define standards to be observed in the construction and maintenance of school buildings.
13. Represent the cause of education before the state legislature and other state official groups.
14. Aid in the development of cooperative programs for the continued professional improvement of teachers in service.
15. Cooperate with professional organizations of teachers, but safeguard the department against domination by any or all of these professional groups.
16. Carry forward a continuing survey of the state school system to secure facts for planning and appraisal.
17. Enforce those laws relating to education that require state department action.
18. Prepare drafts of needed legislation and organize the factional material needed for the interpretation of the proposed legislation.

<sup>1</sup> At this point copies of the check list of functions were distributed to members of the Congress and directions were given for appraising the work of the Pennsylvania State Department of Public Instruction. These were later collected and summarized by Doctor Ade and his associates.

19. Furnish creative leadership rather than authoritative direction in matters pertaining to state education.
20. Strive to keep the state and the local programs of education free from the control of partisan politics.
21. Protect state and local educational interests against unwise or unwarranted interference by federal authorities.
22. Cooperate with state planning commissions in all areas of state affairs to the end that the educational interests may be safeguarded.
23. Promote a spirit of cooperation between all education agencies, elementary, secondary, and higher.
24. Coordinate the Bureaus and Divisions within the Department of Public Instruction to prevent over-lapping of service and develop the most efficient organization possible.
25. Correlate the work of the Department of Public Instruction with that of other Departments in the state engaged in allied activities.
26. Direct the efforts of all educational agencies toward the development of the individual learner.
27. Equalize educational opportunities of all parts of the state through the equitable distribution of state subsidies.
28. Elevate the standards of professional practices other than teaching, by means of an adequate pre-professional preparation program.
29. Also elevate the standards of professional practices by the encouragement of in-service education.
30. Encourage the development of a unit of school administration adequate to provide an effective program of instruction.
31. Provide means for the testing of educational achievement on a state-wide basis at the end of the elementary grades.
32. Provide a means for the testing of educational achievement on a state-wide basis at the end of the secondary grades.
33. Convene an annual congress of educational leaders such as that of Pennsylvania annually.
34. Encourage the junior college movement.
35. Develop a consistent education plan for the state based on a common accepted philosophy (as suggested in No. 1 above).

### Conclusion

It would not be surprising if the consensus of opinion of this Congress indicated that the Pennsylvania State Department of Education was meeting with a marked degree of success in the performance of certain of the functions enumerated in the foregoing list. The returns may indicate some functions that should be performed with a greater degree of efficiency. In any event, an appraisal in terms of the proposals should be helpful to Doctor Ade and his staff in their review of the present program of the State Department. I hope that the review by the members of the Congress of the wide range of possible functions and responsibilities of a State Department of Education will serve to emphasize the great importance of maintaining very high standards of effectiveness in a state department. To assure such high standard of effectiveness our teaching profession should be constructive in its criticisms and should be cooperative in furthering any program that is well conceived.

## PANEL DISCUSSIONS

### FINANCING PUBLIC EDUCATION

#### (SUMMARY OF PANEL DISCUSSION)

#### A. Financial Aid to Distressed Districts

##### 1. Extent of Financial Aid:

To date there has been appropriated for this purpose \$10,400,000. The earlier appropriation was distributed by the State Council of Education. In recent years this task has become the responsibility of the State Department of Public Instruction.

The allotments reached their peak in 1933-34 with a total of \$2,495,000. In 1935-36 the total was \$1,900,000.

The number of applications was highest in the year 1933-34, rising to 697, of which 519 were granted some assistance. In 1934-35 there were 611 applications, with 533 aided. In 1935-36, 475 applied and 306 were assisted.

The financial situation appears therefore to be gradually becoming less serious.

##### 2. Reasons for Financial Aid:

a. Poor tax collections.

b. Heavy bonded indebtedness—with consequent high carrying charges.

c. Mismanagement or maladministration.

(When such conditions have been clearly evident grants have been made only on condition that the needed reforms were introduced.)

d. Unforeseen expenditures.

e. Disappearing assets.

f. Falling valuations.

g. Frozen deposits in closed banks.

h. Limited borrowing power.

i. Tax rates too low.

(Often unavoidable due to pressure exerted by large taxpayers, taxpayers associations, and other interested organizations. The same is true in many instances with respect to assessments.)

j. Unwillingness on the part of school boards to face with courage the real financial needs.

k. Ambitious building programs in more prosperous times—thus creating heavy carrying charges.

l. Education programs beyond the ability of the district to finance.

##### 3. Conclusions about Financial Aid:

a. Financial aid of this type should be regarded as tem-

porary, though it should be continued until increased permanent state appropriations are made available. Such increased amounts are to be distributed in accordance with a more equitable plan.

- b. The feeling was expressed that aid to the financially distressed districts tends to penalize the more progressive districts which have not faltered in their responsibility to preserve their education programs.
- c. In granting aid the education of the children must ever be borne in mind.
- d. The funds have been provided to insure continuous operation of our schools for all children.
- e. In granting aid those responsible must never lose sight of the need for the exercise of the greatest care in the use of public funds.

## **B. Transportation Costs and Services**

Significant Points Brought Out in the Discussions:

1. Transportation costs are largely determined by size of buses, distance traveled, and the character of the highways.
2. Standards should be developed or determined with respect to reasonable costs of the various items entering into the transportation service.
3. Such standards should be developed for the various types of vehicles used.
4. The creation of larger administrative units will make for better economy by making possible the best routing places.
5. There should be statutory regulation covering the kinds of vehicles that may be used for transportation.
6. Great progress with respect to equipment has been achieved as a result of state patrol inspection.
7. The present law should be amended so that in the determination and allotment of state-aid there shall be no discrimination against districts that own their buses.
8. State-aid to districts that own their own buses should be placed on the same basis as for districts engaging privately-owned conveyances.
9. Transportation should be provided for all pupils who reside beyond a minimum prescribed distance regardless of age or grade.
10. Necessary appropriations should be made wherever transportation is mandatory.
11. Transportation problems are especially serious in the case of secondary school students.

12. Existing law should be changed to prevent discrimination among the various classes of districts. This would be a significant move in the direction of larger units.
13. Arbitrary limits upon appropriations for transportation should be eliminated.
14. Minimum standards should be prescribed for buses to insure the greatest measure of safety for the children.

**C. Provisions for an Expanding Program of Vocational Education Made Possible by Increased Appropriations**

**1. Methods of Expansion in Vocational Education:**

**a. Overcoming administrative difficulties.**

Needed for recognition and analysis of individual needs of the in-school group is evidenced by the small number of pupils demanding graduation from traditional academic courses.

Need for recognition of opportunities for educational service to adults—the out-of-school group is felt. More than 50% of the present vocational enrolment which is reimbursed from State and Federal funds is from this adult group.

Recognition of the value of vocational education on the part of the administrator is the first step in the development of a type of education which is inherently interesting to a large percentage of the in-school and adult population.

Reimbursement now available and that which is anticipated under the George-Deen Law will assist local school districts to provide such educational opportunities.

**2. Methods of Reimbursement in Vocational Education:**

**a. Full reimbursement of vocational teachers' salaries is recommended for a new program with gradually diminishing reimbursement annually to 80% or 90% of the total salary cost.**

**b. The George-Deen Vocational Law was passed June 9, 1936, to provide for the further development of vocational education in agriculture, home economics, and industrial education. This law provides for Pennsylvania a sum of approximately \$880,000 in addition to the appropriation of the Smith-Hughes Law of approximately \$538,000. The George-Deen Law provides for vocational education in two new fields: Distributive occupations such as retail and wholesale trade, and public and other service occupations such as fireman and policeman training. A special feature of the George-Deen Law is that until 1942 only 50% of the Federal funds**

must be matched by State or local funds or both. Beginning 1942 the percentage of Federal funds to be matched increases 10% each year until 1947 when 100% of the Federal appropriation must be matched by State or local funds or both.

- c. Additional supervisory assistance is recommended through:

Increasing vocational teacher education staff to include regional teacher-supervisors in industrial education and providing county vocational supervisors where needed.

- d. Districts should be increased in size so that pupils and adults in rural areas could be provided with vocational education opportunities equal to those of the urban districts. Vocational schools under county or State auspices should be placed in strategic positions so that pupils may attend regardless of residence.

Rural areas should provide agricultural education for students from urban areas.

Present centers where vocational education is provided should be extended to serve an area within a twenty-five mile radius.

Tuition and transportation should be paid out of State funds.

- e. The general field of practical arts education has been discriminated against by failure to provide special aid for this work in proportion to the extra cost of providing equipment. It was recommended that consideration be given to a plan for reimbursing practical arts education.

#### **D. Responsibility of Superintendents in School Finance**

Discussion of this topic was introduced by the presentation of a comprehensive list of challenging questions bearing upon such responsibilities. This list may well be sought by the wide-awake superintendent.

Emphasis was placed upon the fact that the financial program must not be regarded as an end in itself, but rather as a means to the end; namely, the proper functioning of a modern education program. The superintendent must know the needs of his district, the several sources of revenue, and the ultimate use to which the funds are put.

Every material, every activity, and every service must be scrutinized and written into the budget only when they can be justified in terms of the desired education program. His attention must be directed to such items as:

1. Tax levies
2. Tax collections

3. Delinquent taxes
4. Bonds
5. Tax liens
6. Reports of treasurers and collectors.

In short, he must be cognizant of every phase of the business side of his education program. Such a superintendent will be in the strongest position to win the necessary co-operation of his fellow citizens.

#### **E. Bases of Allocating State Appropriations**

1. Defects of present plan for state-aid for teachers' salaries.
  - a. Inequities due to wide variations in assessed valuation.
  - b. Determination of the percentage that assessed valuation is of true valuation, left in the hands of the Secretary of the School Board.
  - c. Absence of control over number of teachers that a district may employ. This is one of the bases used in determining state appropriation or aid.
  - d. Failure to give adequate consideration to the wide range in the abilities of the several districts in the same group or class.

#### **2. Suggested Remedies**

- a. Adequate central control or supervision over assessments. This to be done preferably by a State Tax Commission.
- b. Control over pupil-teacher load.
- c. A refinement of the grouping system for state-aid.
- d. An increase in the number of groups with relatively small differences with respect to valuation per teacher.
- e. A revision of scale of percentages of state-aid to different classes of districts.
- f. The ultimate solution of the Secondary School tuition problem is tied up with larger administrative units. Until that time, there should be a revision of the present law with respect to appropriation for Secondary School tuition so as to provide increased amounts to be more equitably distributed.
- g. In contrast with the foregoing suggestions, it was proposed that we should adopt the equalization plan for state-aid.

#### **F. Tax Rate Limitation by Constitutional Amendment**

Attention was called to the fact that a proposal to amend our Constitution so as to limit the tax upon real estate to ten mills was favorably acted upon by the last Legislature.

When and if passed by another Legislature, it will be submitted to the vote of the people. There is ample room for differences of opinion as to the interpretation that will be placed upon the proposed change. If such an amendment should pass, the resulting difficulties would be nothing short of chaos, it was said by the Panel. Especially serious would be such a step in Pennsylvania because of the characteristics of our tax system.

This change is advanced by real estate owners. Concrete illustrations were presented showing how seriously such a move would affect the education program of Pittsburgh, accompanied by the observation that similar difficulties and hardships would be visited upon every other political subdivision.

Rigid limitations of this nature tend to the introduction of unsound fiscal practices. Such has been the case in most places where used. Though it has been said that the limitation of rates will lead to or hasten tax reform, experience in most cases is not convincing. As a matter of fact, it was expressed by the Conference, out of eight states adopting such a restriction in recent years, seven have either gross or retail sales taxes or gross income taxes. But one of the eight has introduced a net income tax.

Tax rate limitations in the absence of control over expenditures, experience has shown, will not obtain the results sought.

If the energy directed to secure such an amendment were directed towards the formidable task of insuring real reform in our tax system, much more happy and lasting results will be obtained.

## SUGGESTED SCHOOL LEGISLATION FOR PENNSYLVANIA (SUMMARY OF PANEL DISCUSSION)

### A. Introductory

Nearly every phase of any program of education that can be set up for the State must stand or fall on the legislative provisions pertaining to it. The members of this Congress will not be surprised, therefore, by the fact that there is a great deal of overlapping between their discussions concerning school legislation and discussions concerning Finance, Improvement of Teaching, and Improvement of the Curriculum.

It is apparent, for instance, that our discussions of needed legislation overlap numerous topics pertaining to school finance, such as: Taxation, Extent of School Support, Equalizing of Educational Opportunities, Apportionment of State School Funds, and Regulation of Local Financial Programs. In like manner discussions concerning the Im-

provement of teaching soon disclose necessity for proper legislation pertaining to: Certification, Tenure, and Retirement. Likewise, discussions regarding the improvement of the curriculum embrace considerations of legal provisions regarding mandated programs, permissive enrichments, and Federal subsidization.

### **B. Provisions for State-Aid and a More Equitable Distribution of State Funds.**

In our discussion of legislative needs there was unanimity of opinion as to the need of better provisions for equalization boards in the counties and in the State at large. The suggestion was made that Pennsylvania would do well to imitate Wisconsin in making provisions for a State Tax Commission with the members chosen for long terms and clothed with power to send inspectors into local communities to check on assessments.

It was pointed out, however, that any tax program proposed for the consideration of the Legislature should be developed through a friendly cooperation with other interested groups, such as Chambers of Commerce, Real Estate Boards, and industrial leaders.

### **C. More Equitable Distribution of Secondary School Tuition Appropriations**

The question as to whether the present basis of State appropriations for secondary school tuition is equitable and desirable, was discussed. No agreement was reached as to whether or not legislation should be sought to remove the present requirement that the district receiving reimbursement for secondary school tuition must have a higher rate of reimbursement than the district in which the children attend school.

### **D. Transportation of School Children**

The basic idea behind this question of State reimbursement for transportation costs is the conviction that the State is under obligation either to bring the school to the child or the child to the school. This obligation should not be restricted to pupils of compulsory school age nor merely to the pupils of the elementary schools. It should embrace the secondary school program as well as the program of the elementary schools. In more than 4,900 instances the State is now paying a subsidy of \$200.00 per year for closed schools. It is estimated that this number will be increased by more than 200 additional closed schools next year. The State may well think in terms of a transportation program which will remove the necessity of these subsidies.

It is further believed that some legislation should be devised whereby the district may purchase liability insurance to protect the children in case of accidents. Overlapping routes, long hauls, and inadequate equipment are regarded as indications of needed reorganization of administrative units.

#### **E. Legislation to Establish Teacher Tenure**

It was reported that a sub-committee of the Executive Council of the P.S.E.A. will soon release a report stating its recommendations regarding teacher tenure. Of course, the probable contents of that report were not revealed. The discussions, however, showed that the members of the Congress seem to be definitely agreed that the major purposes of any tenure law should be to protect the interests of the children as well as the interests of the teachers. It was suggested, therefore, that a workable method of removing incompetent or undesirable teachers must be assured. There was complete accord in condemnation of the present widespread practice of blanket dismissals through an exercise of the sixty-day notice. Remedies suggested for breaking up the possibility of this practice were:

1. Requirement of at least a three-fourths majority vote in order to make such board action valid.
2. Requirement that, even when the sixty-day notice is used, cause shall be stated, and opportunity for hearing shall be provided.
3. Requirement that dismissals in fourth class districts shall not be made except upon recommendation of the County Superintendent. It was pointed out that we should always be mindful of the fact that when a trial is held for determining whether or not a teacher shall be dismissed, the real issue often shifts to a determination as to how the Superintendent or the Board may be ousted. In other words, removal through trials involves serious hazards for those who would conscientiously undertake to perform their unpleasant duty.

Attention was also focused on the fact that much can be done to improve teacher tenure by constructive legislation pertaining to teacher selection, probationary periods of service, and discontinuance of the issuing of permanent certificates. There were many good reasons advanced supporting the idea that we may well think and plan in terms of periodical rather than permanent tenure.

#### **F. Desirable Changes in the Teacher Retirement Law**

The discussion regarding desirable changes in the Teacher Retirement Law brought out the fact that two of the sug-

gestions most frequently made regarding changes in the present retirement provisions are: (1) Lowering of the optional retirement age from sixty-two to sixty and (2) Basing optional retirement on thirty years of service. On the basis of estimates obtained from the actuary, it is apparent that the first one of these alternatives would increase the present financial burden on the State and local district in the amount of \$1,110,000 per year. The second type, that is, voluntary retirement on the basis of thirty years of service, would increase the present financial burden in the amount of \$2,880,000 per year. It is questionable whether or not the Legislature and local boards of education would be willing to assume these heavy additional obligations.

It was pointed out that an inequitable provision of the present Retirement Act is that a teacher who has served for a long period of years, working only three days per week, is unable to obtain any retirement status.

A question was also raised as to why a teacher should lose equity in the district's and State's contribution because she drops out before sixty-two years of age.

Another question raised was whether or not amendments might be accomplished so that the State Employees' Retirement Law and the School Employees' Retirement Law would provide more satisfactory coverage in the transfer from the one type of employment to the other.

#### **G. Increments for Teachers in Fourth Class Districts**

Many inequalities which exist between salary schedules now set up for the four classes of school districts were pointed out. Four basic principles were proposed for constructing the salary schedule for any district. These four principles were: (1) Any salary schedule should aim to attract to the teaching service in any class of district the most competent men and women; (2) Such salary should be provided as will retain the teacher in the position to which he or she has been chosen, whatever type of district is to be served; (3) There should be provision in the schedule, through the size and number of the increments, whereby opportunity could be given to stimulate growth in service. In this connection, it was suggested that the present initial salary for fourth class districts may very well stand as it is if satisfactory increments can be provided for; (4) The salary schedule for any school district should provide an adequate livelihood for twelve months in a year and this standard of livelihood should be sufficiently high to make it possible for the teacher to take advantage of all the social and professional opportunities for growth now vouchsafed to teachers of first class districts. The amount of increment, number of increments, and maximum salary

should be based on professional training and ability.

It was pointed out that six years ago a strenuous effort was made to obtain a salary schedule for fourth class districts carrying a provision for two increments but that the measure failed because adequate support could not be obtained when it was presented to the Legislature.

The fact was brought out that at the time the present law was written, ability to pay was the basis of the schedule.

Two major difficulties stand in the way of providing increments for fourth class districts. These major difficulties are: (1) Many districts of the State are already financially embarrassed. From what source, then, will the money come for guaranteeing such increments as may be desired? (2) If the district is to pay any part of the increment, what will be the effect on the tenure of teachers employed within these fourth class districts?

It is apparent that the whole problem of salary for fourth class districts is tied up with the problem of reorganization of districts. One speaker declared that living costs probably do not appreciably affect this salary question. He illustrated by stating that many of those who now teach in Pittsburgh live in fourth class districts. The thought was also expressed that there should be no distinction made between minimum salaries of elementary and secondary school teachers.

## H. Legal Status of Superintendent's Activities

In a discussion of the legal status of the Superintendent's activities, the following points were brought out: (1) There exists serious doubt in the minds of many today as to what type of official a county employe or State employe is; (2) He is frequently ignored on consultations regarding educational policies because of the contention on the part of some that county superintendents have no real authority anyhow; (3) In earlier legislation pertaining to the status of superintendents in this State there were two very definite powers given to these officers; First, they had the power of granting certificates; second, they had the power of holding and controlling five-day county institutes; (4) There are several factors tending today to a decreasing of power of county superintendents. Among these are: (a) the constant increase in the number of city and district superintendents and supervising principals; (b) the increasing tendency of placing the authority to organize, maintain, and control the schools in boards rather than in the superintendent and (c) the definite wording of the present School Code specifying that the duties of the superintendent shall be that of observing the schools and making recommendations to the board. The discussion disclosed a need for legislative classification of the duties,

powers, and responsibilities of the county superintendent, giving special mention of the authority in the selection of textbooks, authority in the selection and dismissal of teachers, and authority in the preparation or approval of the budgets.

It was said that legislation is not important as far as the duties of the county superintendent are concerned. The duties that a good county superintendent must assume are more than sufficient to keep him busy. The influence of a really competent county superintendent will accomplish the things whether the law makes specific provision for such power or not. In other words, he acquires his power through his leadership rather than through the School Code.

## **I. Reorganization of School Districts Establishing Larger Administrative Units**

### **1. General Problems:**

Four general problems are enumerated in the opening discussion of this topic: (1) Should reorganization of administrative units be considered apart from allied problems? (2) Should reorganization be attempted in one single bill or should it be presented by steps? (3) Should reorganization be attempted by amending existing legislation or by the drafting of new legislation? (4) Should reorganization be mandatory or permissible? Attention was called to the tendency of all topics which had previously been considered to hinge upon the reorganization of administrative units.

### **2. County Problems:**

It was stated that the three problems found to be most difficult in a county insofar as type of district is concerned are: (1) The overlapping of administrative functions; (2) The inequality of opportunity afforded pupils in the various districts; (3) Wasteful practices in the collecting and spending of school funds. Many examples were cited from the studies which had been made in connection with these three problems. It was maintained that these three major inequalities come chiefly from an attitude of mind, the lack of adequate supervision, the lack of reading matter, especially in the home, and the inequalities of teachers' salaries.

It was said that we cannot hope to solve all the problems with the larger unit. The first question which should come to our minds is the welfare of the youth. The population of the unit should be from three hundred to three hundred and fifty and any unit established should be governed by the local

board, as it now exists, except perhaps in the approval of textbooks and the employment of teachers, which should be placed in the hands of the county superintendents. Our greatest problem is probably that of buildings and one of the greatest services the national government could give would be with respect to the erection of school buildings. Help of this kind should not carry with it authority to dictate the policies pertaining to the operation of these schools.

### 3. The Andrews Committee on Survey of School Costs:

In response to the request of several of the members of the panel, Superintendent Kemp, while explaining that he was not in a position to outline the plan being prepared by the Andrews Committee, challenged the success of any plan which included any reorganization of attendance areas on the basis of minimum enrollment. He also brought out the fact that the establishing of attendance units involves many social problems.

Several other pertinent opinions were expressed in the panel. The importance of serious consideration of the difficulties involved in the uniting of districts having varying burdens of bonded indebtedness, was pointed out. Two problems especially applicable to the study of larger units were named: (1) The necessity of assuring an adequate system of financial support. (2) The necessity of setting up an adequate, justifiable, minimum program. Several suggestions with regard to the number of years of education, types of schools, length of school term, curriculum requirements, and the plant requirements, were offered.

### 4. Type of Unit:

In suggesting what might be considered the best type of unit to accomplish this program, the following recommendations were made:

#### a. Elementary school attendance areas whereby there would be assured:

A school with at least six teachers and not more than thirty pupils per teacher

No pupil traveling more than one and one-half miles

No pupil required to travel over a road having extreme hazards

No pupil required to ride more than one hour per day.

#### b. Secondary school attendance areas defined as follows:

Junior High School—300 pupils, 10 teachers

Senior High School—300 pupils, 10 teachers

or

Combination junior-senior high school—300 pupils,  
10 teachers

The suggestion of superimposing a secondary school attendance area over one or more elementary attendance areas was offered. This attendance would serve as the administrative unit for the secondary school and the elementary attendance areas and guarantee to the child the following benefits:

Child shall not walk more than two and one-half miles.

Child shall not ride on the bus more than one and one-half hours per day.

A central county board composed of one member from each secondary school attendance area should be provided.

5. Before a Reorganization is Effected:

Until there could be accomplished the type of reorganization of units which might be desired, our effort should be centered on plans whereby the State would subsidize districts which joined for the hiring of higher grade or better qualified supervising principals. To follow a logical procedure we ought not to undertake to set up any plan until all the facts are in from the present study which is being made. It was stated that any study which presumed that the small district was necessarily inefficient before all facts were known, was unscientific.

6. Effective Education the Goal:

On request of the Chair, one of the members outlined the advantages of reorganization as follows: "I think the thing we want to keep in mind is that we are primarily interested in a more effective unit, and if you people who have had an opportunity to look at this question from a state-wide angle, realize that there are some districts which do not have effective school programs, that indicates a need. We want to do what has been suggested, to get the facts, face them squarely, and then decide what we can do to have a more effective program. It is usually conceded that we cannot have a very effective educational program in districts where there are no schools, or where you have one teacher per district. It is also usually conceded that sometimes, when those districts wish to ally themselves with other districts where they can have a more effective program, one of the things that is sometimes said to them is "We don't want you."

"It will be necessary for some people to be willing to sit down and take into consideration the fact that

education is a state-wide function and that the resources of the State should be used not with the idea of saying that one district shall have something taken from it so that another district may share better educational opportunities, but that there shall be an equality of educational opportunity for all people in various sections of the State. We superintendents ought to be interested in the kind of education that is being offered in other Countries. It is possible that the kind of education furnished there will determine the kind of schools we are going to have not only in our own community, but throughout the State in a very few years. We therefore want a more effective unit of school administration. We should agree that it is going to provide better educational facilities because of the fact that we can operate more efficiently the schools in that community."

7. Transportation of Pupils:

"If there can be found some arrangement whereby duplication of transportation service can be avoided, we certainly should agree on it that we may be able to manage our schools more efficiently. The only way to manage the schools is to have some person who is willing and capable to route these buses in such a way that unnecessary duplication will be avoided. The most important part of all is, that we want the best kind of educational program that can be furnished for the boys and girls of Pennsylvania so that they may become the right kind of citizens, and we cannot possibly furnish the right kind of educational program for pupils who are residing in a district that is too small to furnish the right kind of educational program even though the State would assist it to the extent that the State is able to assist it."

8. Cooperative Effort Necessary:

"These are a few of the things we ought to take into consideration when thinking of a more effective school unit. I think too, we ought to take into consideration the fact that no one man or single group of men can determine what that more effective school unit shall be. Furthermore, it would seem that there are sufficiently well informed men in this State who, when they sit down together as is being done in a meeting like this, can work out a program that ought to be satisfactory for all concerned."

PROBLEMS IN THE IMPROVEMENT OF INSTRUCTION  
(SUMMARY OF PANEL DISCUSSION)

I THE IMPROVEMENT OF TEACHING

A. Introductory

In the judgment of the committee appointed to summarize the contribution of both the panel and the members of the audience to the discussion of the general theme, "Problems in the Improvement of Teaching," the following statements and points of view were expressed. The discussion centered around three definite trends: (1) What should be expected of a good teacher? (2) What are the essentials of a good teacher? (3) What are the essentials of good in-service teacher education?

B. Growing Personality and Broad Outlook

Considerable emphasis was given to the need for the development of a broader outlook on the part of teachers. These outlooks should be developed in addition to the traditional forms of higher education expected of all teachers. It was the general feeling that travel should be encouraged and that extensive contacts with people of affairs should be a part of every teacher's experience. The need for extensive reading in fields other than professional and technical subjects should be required of teachers. There was a general judgment that effective education of the teacher must involve something more than the mere acquisition and mastery of techniques. The development of the personality of the teacher must be given major emphasis in any effective teacher education program. In addition to the professional education of the teacher there should be a development of personality and every teacher education institution approved for this purpose must be made conscious of this very important factor.

Emphasis was placed on defining the "teaching profession." Teachers must have professional outlooks, broad in character and expressive of the loyalty which is due the children in the public schools. Every teacher who is "professionally minded" will have a different attitude toward the classroom problems than one who is not so minded. The teacher should know the values of professional organizations. It is reasonable to ask a teacher: "Do you belong to the group, or are you just a part of the group?"

C. Culture and a Philosophy

Then the thought of the group turned to the question, "What is expected of a good teacher?" The discussion centered around three questions: What does the public expect of a good teacher? What does the administrator expect of a

good teacher? What does the pupil expect of a good teacher? There seemed to be unanimous agreement that all teachers should have good backgrounds, cultural as well as professional. A complete integration of personality resting firmly on a background of culture is essential. This emphasizes the absolute necessity for better selection in institutions of higher learning of the young men and women who look forward to teaching as a profession.

The importance of every teacher developing a philosophy of life was emphasized. Every teacher should be an example of what the parents have a right to expect their children to become; every teacher should have a vital interest in the home, a church, and in community life. A special plea was made that such courses as are required for the education of teachers shall be measurable in terms of real life. The eighteen semester hours prescribed for a subject to be taught in a secondary school are not adequate. The requirements should be increased. Caution must be exercised in the extension of the requirement, however, to make sure that the worthwhileness of the additional courses justifies the extension. Scholarship should never be lost sight of in the education of the teacher. Language teaching should be made real, and it would not be unreasonable to insist that before a teacher is permanently certificated to teach a foreign language, that she be required to spend a portion of her time in the country where the language which she teaches is spoken.

#### **D. Contacts With Realities of Life**

The statement that a single salary schedule by which competent teachers are equally rewarded for the contribution which they make, had the approval of the group. In this respect emphasis was placed on the need to cultivate in the minds of teachers the necessity of continuous growth. A teacher should come to her position with the belief that teachers who stop learning stop growing. This discussion at once raised the question as to whether emphasis should be placed on the teaching of subjects or the teaching of children. A plea was made for realism in the classroom. It was pointed out that the introduction of a guidance program in the education of teachers was essential. An effort must be made to bring reality into the relationship with children. The classroom must be thrown open to the worthwhile influences that are at work outside of the classroom and that contribute to the development of scholarship and character. Stress must be placed upon the day-by-day contact with a good teacher. The most important factor in any school situation is an inspiring teacher. The personality of the teacher was emphasized.

### **E. Continuous Professional Improvement**

A program for the continuous improvement of the teacher should be made available in both large and small school districts. While the structure of such a program may differ in a large school district, the essential characteristics remain the same irrespective of the size of the unit. In order to have a program of continuous improvement, teachers must realize that it is desirable and that it is possible to receive that which is asked. With this improvement should go recognition in some tangible form either in terms of tenure, promotion or salary, or all three. You cannot expect a continuous in-service program for the improvement of teachers to operate effectively unless teachers recognize the motives that make such a program desirable.

The judgment was expressed that State authorities must assist in stimulating, coordinating, and evaluating in-service teacher education and through adequate appropriations make these programs possible. Where such in-service teacher education programs are urged, ample provision must be made in institutions of higher learning to make available the opportunities through which this education may be secured. Teachers demand the facilities for better preparation; instructional staffs are limited in number and can carry only a specified load. It is the responsibility of institutions of higher learning to meet the challenge, and money must be made available to extend the opportunities.

While there seemed to be general agreement that emphasis should not be placed on the mere acquisition of credit, the need for re-defining the unit of accomplishment in terms other than semester hours, credits, and units seems desirable. Back of the credit, the unit, and the semester hour, rests the integrity of the institution which offers the courses. The needs of the teachers must be kept in mind as these needs relate themselves to the needs of the school which these teachers serve. An emphasis upon the wrong type of courses may weaken the teachers' position rather than strengthen the teachers' point of view. Therefore, stress was laid upon the need of a cooperative program in which the administrative officer, the teacher, and the college authorities all play a vital part. Each institution of higher learning must recognize its responsibility to the area in which it is located. It is not unreasonable to suggest that where the professional status of teachers is low, the institution of higher learning has failed to make its influence felt.

### **F. Pennsylvania Teachers Rank High in Professional Preparation**

In conclusion, it was pointed out that progress had been made by the teaching corps of Pennsylvania in the matter of

extending the education of teachers in service. In 1926, 16.3 per cent of all the teachers employed in the public schools of the Commonwealth had acquired the more extended education represented by college preparation. In 1935-36, 38 per cent were recorded as having completed four years of post-secondary education. The official records indicate that this advance in improved education is equally observable in the administrative and supervisory groups. In 1926, 43 per cent of the entire group of supervisory officials were recorded as having completed college preparation, while in 1936, 75 per cent of this entire group have completed four years or more of college education. In support of the statement that the trend has been distinctly toward a more extended preparation for all teachers, figures were given to show that in first class school districts of the Commonwealth 36.2 per cent of all the teachers are college graduates; in second class school districts, 42.2 per cent; in third class school districts, 45 per cent are college graduates. Special emphasis was placed on the fact that in fourth class school districts, sometimes referred to as the poorer rural districts, the figures indicate that 34 per cent of all the teachers there employed have continued their preparation until they have reached the college level.

The committee sensed the judgment of the conference to the effect that commendable progress has been made in teacher education, and that there is a desire to pay tribute to the administrative and supervisory officials of the public schools, those responsible in the institutions of higher learning, and to the teachers themselves for the progress that has been made.

## II THE IMPROVEMENT OF CURRICULUM

### A. Introductory

It was the consensus of opinion that the word curriculum should include more than the materials in the formal course of study. Rather it should be considered as a process of living all of the child's life for which the school carries responsibility.

### B. Principles of Curriculum Making

Concerning the principles that are of major importance in formulating a proper curriculum, it was the consensus that the following should be stressed:

1. Each child should be provided with the education best suited to his abilities and needs.
2. The abilities and needs of children vary widely and no one course of study or educational procedure can be expected to serve the needs of all.

3. The rapidly changing social and industrial organization of this Nation makes it impossible to adopt a static set of procedures which can permanently be considered best.
4. Education is a process of living that begins before and extends beyond the school years.
5. Success is conducive to learning.

There was considerable discussion concerning the adjustment of the curriculum to conform to the different rates at which pupils are able to learn. It was recognized that the bright child is as much of a problem in this regard as is the dull child.

Two conflicting points of view were expressed. One was that each child should move as rapidly as possible from one grade to the next, even when this meant completing secondary school before eighteen years of age. The advocates of this point of view recommend entrance into college for the bright students at an age earlier than is customary. The critics of this point of view mentioned the dangers of social and emotional maladjustment that may confront the relatively young college student. They advocated an enriched program as a substitute for rapid promotions.

As a compromise between these points of view, it was suggested that the secondary school curriculum be extended upward two years to include junior college work, so that the brighter pupils might have the advantage of more advanced learning without the necessity of leaving home.

### **C. Relation Between Child and Subject Matter**

In emphasizing the point that the child is of more importance than the subject matter, the idea was developed that, if the curriculum included the living of the learner, its procedure of necessity would become a continuous succession of activities or units of experience so guided and controlled that from them would evolve growth for the child in many respects. In addition to the development of knowledge, other phases of all round development of an individual, such as the physical, social, and emotional efficiencies, could be furthered more effectively. The contention was that through these life situations, involving diversified activities of varying difficulty, individual differences among children could be better recognized and the necessity of choosing between acceleration and enrichment might thereby be avoided.

### **D. Success a Factor in Learning**

The importance of permitting each child to experience success was emphasized. Several methods of achieving this end were suggested. One was that of homogeneous group-

ing. Another was the individual contract plan. Still another was the combining of the first three grades into one department in which each child progresses in subject matter at his own rate without reference to grade promotion. Also it was suggested that children should not be admitted to the first grade until they had made sufficient mental development to do satisfactory first grade work. This suggestion would require the giving of psychological examinations and reading readiness tests to entering children. The final suggestion had to do with the establishment of clinics to diagnose learning disabilities and to recommend remedial treatment.

### **E. Selection of Content of Curriculum**

Another major topic was the selection of the content of the curriculum to suit the individual needs of the pupils. It was felt that in most districts, the curriculum was formed largely for the small percentage of pupils who intend to enter college. It was generally agreed that a great deal more attention should be given to the non-college group. A diversified curriculum, including home buying, consumer education, industrial arts, and socio-economic problems and similar courses was mentioned as a partial solution.

It was also advocated that the approach to the curriculum for the non-college preparatory group might be an analysis of contemporary life leading to an enriched curriculum along lines of local industries and activities. It was maintained that children should not be educated away from the jobs that are locally available.

### **F. The Extra Class Activities**

The value of extra-curricular activities was stressed. The need for the better integration of the elementary and secondary school curricula was mentioned. The wider use of school buildings after school hours for programs of adult education and for other community activities of an educational nature was also advocated.

### **G. Eighth Grade Examination**

A report was presented to the panel concerning a cooperative plan for eighth grade examinations. It recommended the preparation of examinations by a joint committee of superintendents and representatives of the Department of Public Instruction. They would be intended to supplement rather than replace the present examinations. It was further recommended that their use be voluntary and that each county establish its own standards.

## THE CONGRESS LUNCHEON

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TOASTMASTER

DR. LESTER K. ADE

*Superintendent of Public Instruction*

We are happy to announce that more than four hundred members are here for the luncheon—one of the best attended in the history of the annual meetings of the Education Congress.

Now, I know you are anxious to get into the heart of the activities for this afternoon and, therefore, I am going to go directly to the first number on the program. His Excellency, Governor George H. Earle, has found it impossible to be with us this afternoon, and he has designated the Honorable Luther A. Harr, Secretary of Banking, to represent him on this occasion. I think we are very fortunate in having Doctor Harr come to us, for two reasons: First of all, he has an intense interest in education, being a member of the staff at the University of Pennsylvania; and second, he was Chairman of the Governor's Budget Committee, making recommendations with respect to the budget when it came before the present Administration. So I feel that we are doubly honored in having Doctor Harr with us today, and I am going to ask him to bring greetings at this time from the Governor.

GREETINGS FROM GOVERNOR GEORGE H. EARLE

by

DR. LUTHER A. HARR

*Secretary Department of Banking*

**Doctor Ade, Distinguished Guests, Ladies and Gentlemen of the Education Congress:**

It is indeed a pleasure to extend to you the greetings of Governor Earle, who was detained in the western part of the State today. These are thrilling times and they call for a great deal of courage, and they offer those who are interested in education a challenge, because as we see mankind endeavoring to adapt his economic system to the changed conditions brought about by developments in the arts and the sciences, educators must play their part to see that in bringing about these changed conditions, we do not lose that which we hold very dear, namely, the freedom guaranteed to us by those who were responsible for forming this country. And, therefore, a great deal of responsibility rests upon the shoulders of American educators, to see that they inculcate into the minds of the citizens of this country the fact that we can, perhaps, change our institutions without at the same time giving up any of our rights.

The problems of the State educational system of this Commonwealth are well known to all of you, and it isn't necessary, in extending greetings, that they should be gone over in any detail, but merely referred to.

I think that Pennsylvania has been particularly fortunate in having received a considerable amount of Federal aid, which has enabled it to develop in some sections of the State a building program which will be very helpful in carrying out the work in which you are all engaged. And I sincerely hope that as the result of the deliberations of this Congress, some constructive plans will materialize whereby suggestions will be made to the Governor of this State, concerning the ways and means for creating a more efficient educational system for the Commonwealth and, secondly, for securing the additional revenue which will be so necessary in carrying out our responsibilities for those who are to be educated.

We need more revenue, and we need a more scientific organization of education throughout the State. You will find in Governor Earle and his administration a very sympathetic administration, provided you will suggest the ways and the means by which we can modernize our educational system and, secondly, by which we can finance that modernization program.

Again, I want to thank you for letting me appear for the Governor and to extend to you his greetings.

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#### DOCTOR ADE:

The next speaker on the program is none other than the United States Commissioner of Education, Doctor Studebaker. I might call your attention to the fact that Doctor Studebaker was educated in his home state of Iowa. I am not sure whether I am clear about the pronunciation and in this respect, I am reminded of an incident I heard this summer. An Englishman said, "You Americans are so queer over there. You have a state spelled Iowa and you pronounce it Ohio."

I find that Doctor Studebaker took his Bachelor's Degree in the State of Iowa and then he came east for his Master's work at Columbia.

I heard one the other day on Columbia that amused me. I told someone I could tell where my teachers had gone to school by the language they used. For example, those who had been to Chicago would say, "At Chicago it was proved."—The scientific center; everything must be objective; no opinions go; the data reveal thus and so. So those who had been at Chicago would say, "At Chicago it was proved." Those who had been to Harvard—and Doctor West, who is also on our program this afternoon, is a Harvard man—would say, "At Harvard it was decided." Those who had been at Penn would say, "At Penn it was unsettled." But those who have been at Columbia would say, "At Columbia, they told us."

I am not so sure whether that is a fair way to introduce the next speaker, because he has been so cooperative and so helpful in the great office he fills so successfully in Washington. He has a special interest in handicapped children and in adult education in particular, in addition to being interested in general edu-

cation. I feel also that we are doubly honored in having a man who has come up from the ranks; he earned his way through college, and is proud of that. He has made his contribution to his own local community, and to his state, and now to the Nation. This is the first opportunity we have had of bringing him to Pennsylvania in an official way since he has been in office. I tried to engage him on two or three previous occasions, but he always had previous commitments. We engaged him rather early this time and kept working on him. Doctor Fausold did his best, and I did my best. He is here and I give him to you at this time. Doctor Studebaker.

## FEDERAL EDUCATIONAL PLANNING

by

DR. JOHN W. STUDEBAKER

*United States Commissioner of Education*

### Introductory

#### **Mr. Chairman, Mr. Harr, Colleagues in Education:**

The first thing I think I ought to do is to ask you people in the rear of the room if you can hear? Ordinarily, I can put on enough steam so that a fairly large audience can hear me. I will try to get that steam up as I go along. I was rather out of voice at the early part of this week because, as you know, I live in a city of much talking, and I have to talk a good deal in Washington.

Yes, I do come from the state of Iowa. It is Iowa—it is NOT IOwa. I come from Des Moines, Iowa—not DeS MoinES, IOwa. In 1929 I was rambling around in Europe a little, attending the meeting of the International Rotary Club at Edinburgh, Scotland. Some of the men went down to London. I happened to be there with the group. A few of the men went over to see the King. I didn't visit the King, but one of the men from Iowa did. This man had been born in England and he was very proud of the fact. He told the King that he had been born in England. The King said, "Where do you live now?" "Well," he said, "I live in Council Bluffs." "I don't believe I know just where that is," said the King. "Council Bluffs, Iowa." "Oh," the King said; "That's where the tall corn grows."

Now, I was rather interested in that remark of my good friend, Doctor Ade, here. Well, my state is a neighbor of Missouri, and you don't tell those people out there very much. I found that out, even after I graduated from Columbia. And I want to say to you that I haven't been in the Federal Government service long enough to have acquired the disposition to tell you men and women from Pennsylvania very much. I still feel quite indigenous to the soil of a local community job in education, and I am very glad indeed to be here to meet with a group of school administrators and supervisors, who come from the local communities of a great State. I feel quite at home among you. Most of my days in educational work were spent in a local community, as a school administrator.

I wish that I could have been here during the past forty-eight hours, discussing with you some of the problems which I saw on your schedule.

### **Cooperation on Practical Problems**

I think the Governor's representative had a perfect right to say to you, as you come here to meet with your chief educational officer of this State, that you should help intelligently to devise the ways and means by which this great system of education in Pennsylvania can be geared to the current crucial issues in American life, and in the world. And you will note that he said not only that it needs reorganization, but that you need to find the ways in which that new organization can be financed. Now, those are very practical problems, and there is no way to solve them except as practical workers in the field, coming together and doing what you have done here in this splendid organization called the Education Congress of the State of Pennsylvania; come together, as you have, put your feet under the same table, talk at the Council Table of the State, bring together, by the sharing process, your practical experiences, linked with social vision, and then out of all of that certainly will come, through the capable leadership of your Office of Education, the Department of Education in your State Government, the formulation of policies which in turn will react upon the various communities wholesomely and progressively in behalf of education and, of course, therefore, in behalf of a better culture and civilization in the State of Pennsylvania.

### **Beginning Service as United States Commissioner**

I had some qualms, I can tell you, when I was asked, over the long distance telephone, if I would accept appointment as the United States Commissioner of Education. I was deeply engrossed in a very interesting job. I had never been very migratory in my work, in my professional career, and I looked over the record of the office in Washington. I noted that there had been nine Commissioners of Education. A few years back, Doctor Claxton had been there thirteen years; following Doctor Claxton, Doctor Tiggert was there seven years; then Doctor Cooper was there four years; then my predecessor had been there one year. Well, having had some training and experience in the graphic representation of trends, I wondered what might happen to me if I got on that skid. I figured it out that, to follow the trend, I ought to stay about six months. Well, on the 23rd of this month I will have been there two years, so perhaps I have changed the trend a bit, and I hope I have helped to contribute something to American education.

I will never forget that introduction into the Federal Government service! I had been in an hospital. When I got out, I tried to finish up a book I was interested in just before I went down to the Federal Government service—knowing enough about it to know that probably after I got down there I wouldn't be able

to do much consecutive thinking about anything. So I finished up the book and got to Washington on the 23rd of October, and on the 24th of October I had to go in and appear before the United States Bureau of the Budget to defend the budget for the Office of Education, that I really had not had much to do with. Now, you can imagine, you school superintendents, how intelligently an administrator would engage in such a procedure. Well, I wish I could relate to you rather intimately some of the experiences I have had down there; but I am not going to do that. Upon some other occasion I may be able to do so.

### **Adapting Our Institutions to Meet Changing Conditions**

I was struck by the significance of the very brief remarks made by Mr. Harr. Like most intelligent thinkers in American life today, he put his finger on the really crucial issue and that is—Can we modify our agencies and institutions and policies rapidly enough to meet the terrific changes which the impact of a world revolution is bringing to us, and make those modifications intelligently, deliberately and, through it all, preserve self-government and all that that means? I don't see any serious person in Washington, or any other place where I happen to go in the United States, who isn't thinking in those terms today. Those of us who spend our lives in this thing that we call organized education, can take a great deal of encouragement, because when men in political life, in business life, in other spheres of our American life, try to analyze what it is all about and where we are going, and are willing to say that they wish to preserve the processes of self-government, while we are making the adjustments to a new era, they come back inevitably to this great fundamental question of improving organized education. There is no escape from it.

It is well when we think of that, to cast our thoughts back just a few years, historically speaking, to recall the fact that as against some thirty million people who this month, or last, enrolled in institutions of organized education, largely publicly supported institutions of learning, we see that day not far in the past when we were fighting a battle in this country to establish the principle of tax-supported education. It was not until about 1850 that the Northern states won that battle, and it was not until after the Civil War that the Southern states won it. That is rather recent history. Of course, that battle isn't over. I don't mean merely the battle of tax-supported, organized education, but the whole question of the improvement of the organization of education. Its sole purpose is now what it always was—lifting the relatively immature members of our society from the level of social incompetency, to the level of social competency. And, of course, that process is always relative to the needs. In those early days it could probably be a very simple process. Now it must of necessity be prolonged, elaborated, and much more complicated. Therefore, it is obvious that relatively a much heavier burden

rests upon organized education in the United States than has ever rested upon it here, and I think it would probably be safe to say, than in any other place in the world, except the few remaining democracies.

### **Education for Democracy**

Now we wouldn't be saying those things in quite that way and with that spirit, if we did not believe in democracy. If we were committed to the policy of forcing square pegs into round holes and in getting the kind of efficiency in which the dictatorships of the world apparently believe. I can't imagine any schoolman or schoolwoman in the United States today working at any level, from the nursery school through all of the ramifications of adult education, who should not be giving careful thought to the implications of that great battle which is being waged the world over between the concept of the totalitarian state or the dictatorship on the one hand, and this thing that we commonly characterize as democracy on the other.

I am interested in that conflict as I work in Washington. Your State Superintendent is interested in it as the leader of the State Department of Education in Pennsylvania. I think we see, as you do, that our governmental agencies of education must be so managed that they will keep learning in the realm of true education, and not allow it to be prostituted to the purposes of propaganda. We discuss this whole theory a great deal. In the final analysis it comes down to this. You are not a propagandist, you are not imposing, you are not indoctrinating, when you seek to facilitate the operation of the democratic process and say that you are committed to it, because even that process provides adequately for the rational, deliberate acceptance of a much more highly centralized control of human affairs, if we want that centralized control. And we have been getting more of it, and we have been accepting it. We know that is true. You can't drive an automobile over the streets of Harrisburg as you could drive an ox cart through the same streets years ago; there are controls that have been established by central authority, deliberately agreed to, and that is democracy at work!

### **The United States Office of Education**

I used to hear, before I went to Washington—I don't hear it so much now, but I am sure the same thing is said, often—I used to hear people more or less apologize for the United States Office of Education. And sometimes remarks would be made to the effect that, "Well, if we want something really well done, it shouldn't be done by the United States Office of Education; we had better get somebody else to do it." Now you are proud, or I am sure you have pride—I'll put it that way—in your—YOUR United States Office of Education, and in your State Department of Education, just as you want your co-workers to have pride in your local office of education. After all, I am just your representative down there,

and the representative of a good many laymen. It is your office. I went there two years ago and found a very capable group of people at work. I would say that, mill run, in native ability and acquired ability, they will rank with most any office of education I know of, with certain exceptions that one might pick. I have been happy in my association with those people down there. That office is like a lot of other Federal Government and State offices; it may need some of what my good friend a hardware man, a wit in my home town, must have had in mind when he invented the word "speizer-inktum." I can see how an office of education anywhere can be a rather dead place. But I think the one in Washington is very much alive. With the exception of three of us, the workers in the office are all on Civil Service.

Now, Civil Service doesn't work perfectly, but it works better than no Civil Service in the Federal Government. There are about two hundred people at work in the office, under Civil Service. Some of them are in what we call the Division of General Education. Some more of them are at work in a Division of Vocational Education, and some others in a Division of C. C. C. Education.

### **The Division of General Education**

The Division of General Education is what the old Office of Education was before the President did a very wise thing, in 1933. He consolidated vocational education, the old Federal Board for Vocational Education, with the other parts or divisions of education. There were some arguments about that. Some people have said it is a good thing vocational education was separate at the beginning. Well, maybe it was; I never thought it was, because I never saw it separated out in the field. It was always working with education in general as one unit in the local community. And now, it is working as one unit in Washington.

The Division of General Education is supposed to touch all the aspects of education that are not involved in Vocational Education, and in Camp Education. I am not going to take the time to discuss those various divisions. I would say that on the whole, the Division of Education has been poverty stricken for decades, and it ought to receive much more liberal support. That Division of General Education in your United States Office of Education has been operating for about two decades, annually, on an appropriation not to exceed about \$350,000, with a few fluctuations. I helped a couple of years ago in my home town, Des Moines, a city of 150,000, to finish up a budget which the Board of Education approved. It carried an *increase* in the budget of \$180,000. Men around this room, administering systems of education, can tell similar stories, and yet the Division of General Education in the United States Office of Education, is at the present time supported wholly by a fund of only about \$350,000.

### **New Divisions Needed**

There is nobody in your United States Office of Education, that is, no specialist who is interested in the creative arts; music, drama, art, literature. We ought to have a fine Division of Creative Arts in the Federal Office of Education, to stimulate the development of that phase of the cultural life of America in many of the places in which you know perfectly well there is no such influence at work, that amounts to much. We ought to have a division on conservation education. A great problem in the United States is the conservation of our natural resources. And yet, if you will look through the suggestions of the National Education Association, during the past two or three years, I think you cannot find one deliberate discussion on the subject of the management of the American Public School curriculum for the purpose of educating the American youth and adults with respect to that crucial national problem! Safety has become, in this modern day, a great problem, and yet nobody is at work in the United States Office on that question.

I want to correct myself, if I made a mistake about conservation. In the Division of Agricultural Education, in Vocational Education, some work is being done, of course, but for the great rank and file of students, not any.

We ought to have a division in the U. S. Office of Education which is studying very carefully one of the gigantic problems of this Nation, namely, the crime question, crime prevention, and crime correction. Why shouldn't the penal institutions of this Nation, all of which try to operate educational divisions, be able to receive help from a high-class set of people in the United States Office of Education who devote their lives to an analysis of the best practices in crime correction in penal institutions? And why shouldn't we have at work down there, a real ferment, which will find its way out to you with respect to the more objective contributions which this thing that we call organized education can make to the prevention of crime?

I am recommending such a division. I am recommending the other divisions that I have mentioned, and I am recommending still others, which I may refer to a little later. I have merely cited a few which are not in existence in the Federal Office of Education. That office was created in 1867, for the purpose of gathering information about education, and for the further purpose of promoting education. I want to see, and I know you want to see, without imposition, without domination which, to me, is anathema, without those disadvantages of highly centralized control of education in the Federal Government; we want to see the possibilities exhausted for the development there of a high-class professional organization, an organization equipped to work in all of these fields, gathering up, from the nation and the world, the best results, the best practices, bringing them together in significant form, through publications, through the radio, through personal conferences, and

by other means, accelerating the rate at which the success in all of these educational fields, in individual cases, become the common successes of all. That is democracy at work through the machinery of government devoted to education.

### **Need of Greater Budget**

We are not doing it in many important areas. The things that are done are being done very well. If you ask me, I would say that for the Division of General Education in the Federal Government, instead of having a budget of \$300,000 annually, there should be a budget of approximately three millions. And I say that after some twenty years of experience in making up school budgets, and in defending them before school boards and the public, I am not talking in impractical terms. I am not talking impossibilities, I am suggesting a reasonable appropriation by the American people for the support of the American people's office of education, an appropriation which would then be merely a speck on the horizon of Federal Government expenditures. If you drew a graph showing the annual expenditures for the Federal Government back through the past twenty or twenty-five years, you couldn't put on the same base the expenditure for the Office of Education and find it! It would be so near the base line that it would not be distinguishable. And yet, we prate about America, the United States, being the last great stronghold, apart from Great Britain, of democracy. And, on the Fourth of July, we talk glibly about the relation of education to democracy! Now, something must be done about that, and when it is done it won't be done for me, nor it won't be done for you. It won't be done for any individual in the United States Office of Education; but it will be done for the purpose of making an indispensable contribution to the preservation and improvement of American democracy.

### **The Division of Vocational Education**

Now, that important Division of Vocational Education we have down there—I want to say a word about that. It started in 1917. It administers the funds which are distributed to the states and to the territories for the support of vocational education, agricultural education, trade and industrial education, vocational rehabilitation, and home economics education. And now, in the most recent Act, passed last spring, for distributive occupation education.

The Bill which passed last spring carries with it an increase in the appropriation of fourteen million dollars a year. It has been about nine. It has gone up now to twenty-three millions. I won't take time to discuss that. There is a significant aspect of the last Act, however, passed last spring. Instead of requiring the states to match one hundred per cent of all the money distributed for the next five years, only fifty per cent of the Federal funds distributed to the states during that time will have to be matched.

Now I see in that a great opportunity. We have talked much in this country about Federal aid. I can imagine how some people in Pennsylvania feel about that. They feel just the way some people in my home state of Iowa feel about it. But we've got \$23,000,000 now. That can be distributed to the states for the support of a very worthwhile aspect of American Education. It can be so manipulated that the state, if it wishes to, can vary its distributions around over the districts, so that it can use the money to a considerable extent for the equalization of educational opportunity within the state for vocational education purposes.

Let me explain more definitely why the increased appropriation was necessary. A certain portion of the money must be used for agricultural education. There are fifteen thousand rural high schools in the United States, predominantly rural. Vocational agricultural education is taught in only about six thousand of them. The other nine thousand have not been able to adapt their old archaic, academic curriculums to modern agricultural needs; they couldn't afford it. Federal money would be sent out; let us say a thousand dollars would go to a county in Alabama. With four rural high schools in that county, if the thousand dollars were split up four ways, \$250 to each, no one of the schools would get enough to enable it to afford a teacher of agriculture. So the county authority would put the thousand dollars in one high school, and then it could be matched by that little district which could employ, for twelve months a teacher of agriculture. The other three high schools haven't the course. This month I am going out to Kansas City—in about two weeks—to meet with the representatives of a great American organization of young people, the Future Farmers of America. I have never met with that national group. I have seen their offices in Washington, and you are acquainted with many of them. A group of those boys went in to see the President of the United States not long ago. He was delighted with them; he would be delighted if the American people would choose boys of that kind, when they become men, to go to the United States Congress, and so would you. There are 125,000 boys in that organization. There are over 200,000 boys in classes in vocational agriculture in this country. They are dedicating their lives to being better farmers and more intelligent citizens. That program is worth while. Three dollars of state and local money to every Federal dollar in the past several years have been spent in connection with vocational education. And yet nine thousand rural high schools do not teach vocational agriculture.

Now, I know a good deal about what the people in the states and the local communities think with respect to the distribution of Federal money. I can assure you that so far as I am concerned, I am going to wield my influence as United States Commissioner of Education, to see to it that the distribution of Federal funds for education does not violate those basic principles of American independent life for people in the states and local communities, to

which the people wish to hold. I hate to see anything happening that makes it necessary for any American citizen to sit around, rather cringingly and fearfully, failing to express his opinion because of the coercion which might accompany the power to distribute public money.

I have looked at that vocational education program, and I think if you look at it fairly—and I say this without having had a part in its manipulation or administration—if you look at it fairly, I think you will say that it is one of the best patterns which has ever been established at Federal headquarters for the distribution of funds.

### **Federal Interference Undesirable**

Here and there, there may have been some breakdowns, but there have not been pestiferous, objectionable, Federal snoopers going around in the states and local communities. The people who have gone around have known their places, and they have been intelligent and professional and technical enough to be positively helpful in performing their function. It is exactly that way that I want to see the State Department operate, that I want to see a city department operate. And it is exactly in the same spirit that I wish to see a classroom teacher operate. That is in the spirit of one who devotes his life to education as a process by which individuals discover how they wish to live their own lives by their own choices, instead of operating on the basis of dictation and coercion.

Do you classroom teachers, remember, and do you superintendents remember, the days not long ago when the kindergarten teacher had the table with the little marked sections on, an inch square? And do you remember when the teacher got her children around the table and they were told to go and get the gift boxes, and the gift boxes were put on the table and the teacher had her's too. The teacher took one block out and said, "Now you put this block on that little square," and then with another block, "now you put this block on that little square" and every little youngster, at the end of the dictation exercise had a rather perfect house, but hadn't learned much of anything? And do you remember those days when the publishing houses printed the pigs outlined on paper for the children to cut out and follow the lines? Now we talk about free hand cutting. That's what I mean. It's that spirit. It's the spirit characterized by this change from dictation to freedom to learn by making mistakes.

I often wish that I knew how, or that some government official knew how to lay down the policy, the attitude, that spirit, in hard and fast phrases so that everyone would know exactly how to be a free moral agent, and still perform his social duty. But it can't be done that way and it will only be done by the very process in which we are engaged, namely, by the process of education itself. And I, while talking about what a classroom teacher ought to exemplify in his or her philosophy of education in a democracy, want to try to practice that philosophy myself, as the Federal

Commissioner of Education. I assure you again that so far as I know, that will be done, with any money spent through the Office of Education.

### **C. C. C. Camps**

I won't take time to discuss the C. C. C. camps. They are spending about five million dollars a year on an educational program. The President set that scheme up so that, with respect to one aspect of the program I think there can be absolutely no question as to the attempt made to safeguard education. There are about 2500 men at work in the educational division of the camps. The setup provides that the United States Commissioner of Education must approve those appointments out in the field. They don't get beyond the United States Commissioner's desk. Therefore, I know what I am talking about. I have had to approve all those men; they are all college graduates, a third of them have advanced degrees; their qualifications have been studied just as carefully as you would study the qualifications of applicants in your school systems. I haven't felt one iota of political pressure from a single member of Congress in making those appointments. Not one! I have had some letters from some Congressmen, exactly as you get letters from prominent citizens in your community about prospective teachers.

That shows what can be done, if we have the right attitude toward it. And that is a compliment to you and all the other educators in the country. You have done a good job of educating Congressmen and laymen in general to believe that there is a vast difference between this thing we call education and some other functions of government when it comes to dispensing patronage.

### **Studies and Surveys in Progress**

We have been running some projects. The President has approved, oh, two or three million dollars within the last year for our office, to use in the administration of certain projects in education. One of them is being operated here in your own State; it is a project which operates in ten of the states, and we ought to extend it to about twenty more. It is a project to study local school administrative units. We have in this country about 130,000 local units for school support. My own home state of Iowa, with ninety-nine counties, has about five thousand school districts. It has more school board members and school officials than it has school employes. Did you ever know any business to operate efficiently by having more members of the board of directors than it had employes? Well, that is what we are trying to do out there in Iowa, and largely all over the United States. Now, we've got to get that situation cleared up some way and so we have put some money in it. Your State Superintendent and his staff are managing that in this State. We are giving all the help we can. The whole thing is going to cost upwards of \$850,000 in the ten states.

Then we are making a survey of vocational education and guidance opportunities for Negroes in this country. We are doing that in some thirty-five states, and when we get through, within about six months, we will know more about the Negro problem in this country than we have ever known before. We have about \$500,000 for a scheme of coordinated research, as we call it, in the universities of the country.

### **Radio Project**

We have \$75,000 for a radio project. I don't know whether you are listening to any of the radio projects from the Office of Education. We are on the air five times a week. If you don't know the schedule, write in and we will send it. We want you to pay some attention to it. I realized the danger when we got into that project. I have never seen a problem in Washington about which there is so much nervousness as there is about radio. I think the reason there is so much nervousness is that we have largely in the hands of private industry one of the most powerful public utilities for educational purposes that genius has ever created. You just think of the implications of that remark, and you will see why there is nervousness about radio. We haven't learned yet how to broadcast educationally. And we are experimenting. We went before the Communications Commission recently and made a recommendation in your behalf. The engineers have discovered that now, in the upper spectrum, there are some new high frequency wave-lengths which are not in use, and mechanisms have been invented which can put them to use. I asked the Commission to set aside a certain band of those ultra high frequency wave-lengths, to reserve them for the exclusive use of local agencies of education.

The nature of those wave-lengths happens to be such that you can't broadcast more than about thirty, or forty miles with them. The band that I have asked for I think would make possible the erection of about two thousand local broadcasting stations in the United States for educational purposes. We have about 660 broadcasting stations in the United States now, operating on the broad band. Some day, Ben Graham in Pittsburgh, and the Superintendent here in Harrisburg, and County Superintendents and others in Pennsylvania, will be going to your school boards and you will be asking for an appropriation with which to build a little radio station that will cost probably as much as one or two or three classrooms. And then you will be asking for an appropriation with which to provide a staff for that little radio station. You will actually get broadcasting close enough to your classrooms that you will have a chance to give radio some effectiveness as a classroom instrument, and that can't be done very well on a national basis. And then you are going to find that you will be looking around for some people to run that broadcasting station, and there won't be anybody, or not very many. One of the biggest problems facing us right now is to learn how to train up a group of people to run those stations for you.

I want you to look into that problem: I am going to get up a little pamphlet soon and send it around to tell you something about it, so that if we get that band set aside in the next few months by the Communications Commission, you will know how to talk more intelligently than I did, a few months ago, and perhaps than I do now, to your school officials about what you would like to do in your own community. The first thing you know, if education doesn't respond, or can't, those bands will be taken up by private industry and we won't get those for educational purposes. Then, after awhile, you will have to be going around, all of you, all the time, like mendicants with tincups, asking people controlling radio stations to give you a little time for educational purposes. The broadcasters are perfectly willing. I have found them a fine group to deal with, but in the very nature of the setup, they've got to make profit.

### **Public Forum Demonstration Centers**

I am going to mention just one other thing, and then I am through. I could mention a dozen, but I am going to mention just one. We have some money there for a project in which I have been interested, and I know you are interested in it. I carried to the Office of Education with me the idea that there ought to be some money in the Office of Education for demonstration purposes, money with which to set up some demonstrations so that we can study them and report them to the country, and not wait for them to be set up in every instance by somebody else. So we got \$330,000 and set up, in ten states, ten Public Forum Demonstration Centers, as a part of public education. They are operating in various places across the country now. If you are interested in that and will write to us, we will send you some literature on it. We will send you, this month I hope, a publication telling you what is going on in those ten demonstration centers, and where they are. There are some fifty or sixty high-class people selected by local authorities with community advisory committees, spending full time for five months now, leading public discussions on the controversial current social, political, and economic issues. And just the other day the President approved another allocation to this Office of Education of yours, of three hundred thirty thousand dollars with which to run similar demonstrations in ten additional places for the five months period, February 1st to June 30th. By next June 30th, then, we will have conducted twenty demonstrations in public discussion, ten of them already having been started, and conducted for some weeks during a very critical time, namely, a National Election. And I haven't yet heard anybody really criticize the project. I haven't heard anybody say that it was political propaganda, and I think that is because we have tried to hook it right in with this great educational machine which is devoted to something else than political propaganda.

I want you to study that program. I think it is one of the most significant things that any Federal Administration ever did. It is

really flying into the face of the world drift toward dictatorship. It is saying, in effect, that there is efficacy in this process by which people come together enmasse to exchange their experiences, their interpretations of fact, their aspirations for their Nation; that there is value in the democratic process, that it can be made to work in the United States, and that democracy will survive and will improve in America.

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#### DOCTOR ADE:

Ladies and Gentlemen, you have just had two splendid talks. We now understand why Doctor Studebaker is where he is, and what he is doing; and I am confident, Doctor Studebaker, we are much better informed about the program of the United States Office of Education. I am pleased that he is carrying on in the same manner in which Henry Barnard set up the original United States Office of Education—stimulating the program by disseminating this excellent information as to what is going on in the educational world. All the opportunities that he has there for collecting the best practices and making them available to the public are certainly being put to good use in that office.

We have had two very fine speeches. We are going to have one more. In my short sojourn in New England, I met with many outstanding leaders—educational leaders—and among them was a man who came originally from New England. I asked him if he would come over and meet with us on two previous occasions. He, like Doctor Studebaker, was unable to come, but this time we were able to get him to accept. I am referring, of course, to Dr. Roscoe L. West, who is now the President of the State Teachers College at Trenton, New Jersey. He is a Main-iac, to begin with—he was borne in Maine. Educated at Harvard. He has served in both Maine and Massachusetts, and also in our neighboring state of New Jersey. He has been the Director of the Bureau of Teacher Preparation in New Jersey, and Assistant Commissioner of Education in charge of Elementary Education, before taking over his new post. He is a man who has also come up from the ranks and knows public schools. I am therefore delighted to be able to introduce him to you on this occasion—Doctor West.

#### FREEDOM AND EDUCATION

by

DR. ROSCOE L. WEST

*President State Teachers College, Trenton, N. J.*

#### Introductory

#### Doctor Ade, Doctor Studebaker, Ladies and Gentlemen:

If any of you are planning to get away, I assure you that twenty-two minutes is my limit, because, as Doctor Ade knows, for he came from New Haven, Doctor Hadley of Yale used to say that no soul was ever saved after that time.

No better introduction could be made to a speech on Freedom and Education than the remarks that Mr. Harr made, and the things that Doctor Studebaker said concerning the relationship of this problem to the whole problem of our faith in a democratic government and in democratic processes of education.

### **Freedom Manifest Among the Colonists**

I think that, because of the introduction which Doctor Ade has made, you will forgive me if I start out by saying just a bit about the recent Three Hundredth Birthday of Harvard. You know that that was celebrated three or four weeks ago, and it was rather a remarkable occasion in several ways. We look back over those three hundred years and we learn that in those early years, 1636, the Colonists who had come over here to establish freedom of religious worship made the first gesture that was made toward establishing the beginnings of a national culture and making permanent their ideas of freedom. According to the law passed at that time, they made a first gift, a first appropriation, toward the establishment of a college, in order that there might not be an illiterate Ministry. And then, one hundred and fifty years later, the descendants of those Colonists, insisted that there be a Bill of Rights attached to the Constitution of the United States before they would approve that Constitution and join together in a Federal Government, and now, almost exactly one hundred fifty years since that time, we are meeting again this world-wide challenge to our democratic ideas of government and of education.

Those men of that early day believed in freedom and we have, of course, established freedom in many realms of our thought. We have established the freedom of religious worship to a considerable extent. We have established the freedom of scientific inquiry, in spite of the anti-evolution laws of some states similar to those in Tennessee. In most places, and probably even in Tennessee, men and women can teach the scientific facts which we all accept as true but, apparently, we have not yet established the right to discuss, in our schools and in other places, the controversial, social, political, and economic questions which are vexing us today.

### **Freedom of Discussion Essential**

I should like to read for you just a certain section, two or three paragraphs, of the address which President Conant made at the official Tercentenary exercises the other day, because it seems to me to represent this need of free inquiry and it does indicate the fear which some people have that our own people will not see the need of this freedom of discussion. In discussing the future of universities, this is what Doctor Conant said:

"In the development of a national culture based on a study of the past, one condition is essential. This is absolute freedom of discussion, absolutely unmolested inquiry. We must have a spirit of tolerance which allows the expression of all opinions, however

heretical they may appear. Since the Seventeenth Century this has been achieved in the realm of religion. It is no longer possible for some bigoted Protestant to object if any person, within the universities or without, expounds sympathetically the philosophy of St. Thomas Equinus. It is no longer impossible for a member of the Roman Catholic Church to take offense at a critical discussion of Galileo's trial. Statements believed to be erroneous are met openly and fairly; but there is no persecution. There has been an end to religious bigotry in this country, and there are no signs of its return.

"Will the same conditions prevail in the future, when political and economic conditions are examined? Unfortunately, there are ominous signs that a new form of bigotry may arise. This is most serious, for we cannot develop a unifying education force we so sorely need unless all matters may be openly discussed: the origin of the Constitution, for example; the functioning of the three branches of the Federal Government, the forces of modern capitalism, must be dissected as fearlessly as the geologist examines the origin of the rocks. On this point there can be no compromise; we are either afraid of heresy or we are not. If we are afraid there will be no adequate discussion of the genesis of our national life. The door will be shut to the development of a culture which will satisfy our needs."

Now, is that same policy to be the policy of our elementary and secondary schools? And how shall we deal with this wave of suspicion and fear which seems to have gone around the country in the last few years, concerning discussion of these questions within our schools? You know what is happening. You know what happened in the District of Columbia, in the passage of the law requiring teachers to sign, every two weeks, that they have neither taught or advocated Communism. It seems ridiculous to those outside of the District, but it is by no means ridiculous to those teachers within the District. And in the Teachers College in the City of Washington, it was not possible last year to have within their library such innocent magazines as *The New Republic*, or *The Nation*, or *Current History*, or other items of that sort. You know what the D.A.R. has stood for, what the Hearst Papers are saying, and what has happened in many states in connection with the passage of teachers oaths.

Now, I don't think any of us object to taking an oath of allegiance to the Constitution of the United States, provided other public officials have to take the same kind of oath. But we do object to being selected as a group of people responsible for the education of the young, and having suspicion thrown upon us and have it thrown to the public that in order to make us loyal, in order to keep us from doing harm to the young, we have to take this oath of allegiance to the Constitution, and that that one act in itself will protect these children of the public from our dangerous discussion.

### **The Attitudes of Teachers Regarding Freedom**

Those signs of fear and suspicion have gone all over the United States in the past two or three years. And to my mind, to some extent, this is the fault of the teachers themselves. We have various groups within our own profession who take certain attitudes toward this whole question. In the first place, there are stand-patters, those who claim that the chief business of the school is to teach the past, the wisdom of the past, and that we have no right to get into any of these controversial areas, that these things should be kept out of the school altogether. And then, of course, on the other hand there are the indoctrinators, those who believe that it is the special function of education to find out what the matter is with our society, and then to prescribe certain remedies for these ills and to indoctrinate the children with these remedies. And, rightly, the people of the United States are suspicious of that kind of program. The public does not wish to have any group, whether it be military or clerical, or business or educational, set itself up as having the remedies for the ills of society, and as being able to indoctrinate the young, or to indoctrinate the public in the ways of doing these things.

Then of course, from another point of view, we have the radical who, like Norman Thomas, say teachers are "scared rabbits" and that we are afraid of saying what we think about the social difficulties of our country. And of course, on the other hand, we have the people like William Randolph Hearst who see a "Red" hiding behind the door of every school room and think that the colleges and the schools are full of disloyalty and of those things that make for unpatriotic conduct.

### **A Drive Against Democracy**

It is no wonder that the public is somewhat confused, somewhat suspicious, somewhat fearful, and that they have lost grip upon the fundamental issues of this whole discussion. There is a drive, of course, as has been said here today, against democracy everywhere. If you read the papers, you see what Mr. Hitler says about democracy. I think Mr. Hitler is sincere in what he says. He is not saying these things just because he wants to keep his own group in power; he is saying these things because his group is convinced that strength and unity are the chief elements of the Nation that is going to forge ahead in this modern world. And he is convinced that democracy, the democratic processes of discussion in government, are not capable of bringing about that strength and unity. He says democracy is a past method of government and that now we must have the government of the experts, the government of the best, the "Fuehrer prinzip," as he calls it, the leadership principle which, as you recall from your study of Medieval History, comes right straight down from the feudal system: one big dictator, a lesser dictator, another dictator, another boss and so on down the line. That is the principle which is

being operated in the Government of Fascism, Naziism and the dictatorship of Communism. It is the big boss and the next boss and the next and the next, on down the line.

Now what do you find when you go to a country like Germany and discover how that works in the processes which we know of as the press and assembly and discussion in our country? Well, pick up a newspaper in Germany. There is no editorial column in that newspaper; no letters from angry people who are discussing the various issues of the day, as we have them. There is no opportunity to even give out to the people some of the very few objectors' views on the policies of the Central Government.

Last summer when I happened to be in Germany, Doctor Schacht, the economic adviser who apparently is the only man of the Government who dares to say anything in opposition to the Central group, made a speech in East Prussia, in which he questioned very vividly the wisdom of the Government in its attitude toward the Jews. Was that printed in the papers of Germany? It was not; practically every bit of it was censored and the only way that anybody who was interested found out about that speech was through the newspaper columns of the London Times. On another day the London Times printed a very brief article coming from Austria, which was offensive to the Nazi Government because it had in it certain comments concerning the situation in Austria, which they felt would be objectionable. What happened that day was that every copy of the London Times was taken off the streets of Berlin. I happened to visit a secondary school one day where a teacher was demonstrating to the visitors a class in history. You know what we usually think of when we are studying history in our secondary schools. But this class in history was nothing but a fiery command to these young people to be loyal to their government, to support it absolutely. Every five or ten minutes the lesson was punctuated by military and patriotic songs.

You know what happens to young people subjected to that kind of education, and that is the kind of education that we have to have in a totalitarian state, in a dictatorial government.

Now, of course, the most dangerous thing in our situation is that those who advocate the suppression of our free speech and our liberties, do not apparently see that they are paying the most subtle and most dangerous compliment to the totalitarian state and to dictatorships, by taking over into our processes of education those things which dictators find necessary in order to uphold their position. As President Conant said—we can paraphrase his phrase—"You either believe in democracy or you do not," and you cannot adopt the methods of dictatorship in order to get the results of democracy. If you adopt the methods of dictatorship you will, in the end, get the results of dictatorship, and our only hope, our only faith is to adopt the methods of democracy and the processes of democracy, if we wish to get the results of democracy.

### A Search After Truth

I do not mean by all this that I think that teachers should, in their classrooms, tell our young people exactly how they should think, or how they should vote. There is a vast difference between discussing the platforms of the Republican Party, the Democratic Party, and the Socialist Party, let us say, and in telling young people that they ought to vote Republican, Democratic or Socialist. There is a vast difference between considering the arguments for and against joining the League of Nations, and in telling the young people that we should have joined the League of Nations, or should never have joined the League of Nations. And I think our trouble is sometimes our misunderstanding of what we term our desire to teach the truth. You have heard teachers say, and you have seen it printed in certain magazines, that what we desire in these social and economic and political controversies is the opportunity to teach the truth. Do you know the truth? I don't know the truth about these various problems, and the more I study them the more perplexed I become!

It seems to me that the problem is not that we wish to have the opportunity to *teach* the truth, but that we wish to have the opportunity to *search* for the truth with these young people of ours whom we hope will come out into life with an inquiring, critical attitude, so that *they* will wish to search for the truth. I do not believe that the American people will have any criticism of a body of teachers who have a sincere desire to make our schools agencies for the search for truth; where we shall actually say to boys and girls, if they are arguing one way, "Let us hold up the argument over here, and then back and forth, until we see this thing from all its angles," and then hope when they get into the problems which they will be confronted with and have to solve in their adulthood, they can take that same attitude of scientific inquiry in solving those problems. I do not believe that the American people will object to that kind of attack, if we are really seekers for the truth with our students.

Some of you people may have seen the article written by Mr. George Sokolsky in the August issue of the Atlantic Monthly. If you know him you know he has almost every kind of "ist," and embraced almost every kind of "ism" in his career; he has been anarchist, pacifist, socialist, he was a supporter of the I.W.W., but now he says that he is a Conservative, meaning by the word conservative that he is a supporter of the kind of system which is in vogue in the United States, Great Britain, to some extent in Czecho-slovakia and the Scandinavian countries. He bases his change of heart on two fundamental criteria:—he says that in the first place he believes the capitalistic system in vogue in these countries has actually provided a wider distribution of goods than any other system on trial in the world today; and, secondly, that it has provided more human liberty than any other system in the world today. And so he has come around, from all these 'isms

with which he has experimented in the past, to be what he calls a Conservative, and by conservative he simply means one who supports, on the whole, even though he wishes to be critical toward many things in our civilization, the type of life, the type of government, the type of thinking, the philosophy which we still have in the United States and in Great Britain and in the Scandinavian countries.

### **Tolerance of Things We Do Not Like**

I wonder if you saw in the New York Times this morning the statement of Sir John Simon of England, concerning the Fascist riots. You know, of course, that he is being urged to prevent these demonstrations in London. He warns the people who urge him to do that, that such action is absolutely contrary to the British idea of free speech and tolerance, and he says—"Some of those who are loudest in their denunciation on one side or another of what occurred in the east end of London, seem to be signally ignorant of the elementary principles of British freedom. Democracy does not mean that the side we approve of is at liberty to do what it pleases, while the side we do not approve of must be dealt with by repressive measures. The essence of British social life is tolerance of things we do not like. The objection most Englishmen, like myself, feel both to Fascism and to Communism is that both alike are utterly intolerant creeds and, therefore, utterly un-British, in sentiment and purpose."

And yet, as he says that, he can maintain that measures must be used to give both Fascists and Communists a right to present their side and to have the protection and tolerance of the British people. I think that is a splendid statement of what we hope to be the results of our history of freedom and of democratic government, and of the maintenance of these Anglo-Saxon principles.

### **Shall We Stuff the Mind or Stimulate It?**

To me, this goes much deeper than just a question of whether or not we are going to be able to discuss controversial issues in the classroom when they come up. I think it means the organization and understanding of our total school system, from the kindergarten through the university, and in all of our adult education. It means an attitude between teacher and pupil, an attitude between superintendent of schools and teacher, too. Shall we stuff the mind, or stimulate it? And, as former Dean of Harvard Law School said, "Shall we furnish the mind, or incite the mind?" What kind of people do we wish to turn out from our schools? People stuffed with knowledge, or people who have a certain kind of knowledge that they can use in a critical way on the new problems they meet?

### **The Photographic Type of Mind**

The other day I happened to be talking with heads of departments in my own school concerning an election to Kappa Delta Pi,

which is an honorary society in Teachers Colleges, and we came to one boy's name, a boy whose average for three years had been B plus. All of his marks had been A's or B's, and he seemed to have a very good record. The head of the department stopped and said about him—"I don't believe that that boy is a good student. He has a photographic type of mind; he can read any book or any article and reproduce that beautifully in his class. But if I ask him a question about it, he always comes back with some statement from the book or the article; he never seems to have an original criticism. He has not made that thing a part of his own thinking, so that he can do more than just reproduce the thing which he read originally."

Now, there are a great many people in the world today who have photographic types of mind. I am afraid that Mr. Avery Brundage, who has been associated with our Olympic Games, has that type of mind. You may have noticed some things he said in New York the other night. He went to Germany, had a good time, saw the marching and the flags and the processions, and came back to New York and, in a public address before thousands of people, he said that, "We ought to copy Germany; we ought to fight Communism and instill more patriotism in our country, as Germany has done." And he apparently had the type of photographic mind which didn't let him see, when he was over there, the sacrifices of liberty, the persecution of minorities, the concentration camps, or the fact that a hundred thousand or more have been forced to leave Germany, and so on, through the other things that we might recite as the price of what has happened in Germany.

Now, anybody who goes there ought to understand the situation, ought to understand how a defeated nation, pulled down by both France and England for years, had to be resurrected, and is going through the psychology of a spiritual and emotional resurrection. One ought to be able to see those things and handle them critically, and handle them in such way that perhaps they will be of value to us in our own civilization and in our treatment of people in the future. But to come back from that situation, with simply the photographs on one's mind of those inspiring scenes which he apparently saw and everyone does see over there, shows an absolutely uncritical type of thinking.

There are too many people in our social fabric with a photographic type of mind, utterly unable to adapt themselves to necessary changes in our Constitution. How long did it take us to get the Lame Duck amendment adopted in Congress? Ten years, to get an amendment adopted, which corrected a condition which existed when we were the kind of country where it took weeks to go the number of miles that we now go in just a few hours! And that is only a sample how slowly progress comes to us. And yet even though progress in the totalitarian state can sometimes be very rapid; even though any school executive can envy the way in which an order can start from a city like Berlin and go all over

Germany and change the course of education in almost a few hours, we can come home and thank our lucky stars in many ways that we have in this country the checks and the balances that keep us all on an even keel and on a compromising attitude toward the various groups of our country who need to be heard and need to have their case presented, before we decide here on a definite course.

### Conclusion

I would like to close with just one phrase from A. H. R. Fairchild, given in an address of his, which it seems to me fits our general attitude toward this whole situation; he says:

"To be willing to use a new idea, to be able to live on the edge of difference in all matters intellectual; to examine without heat the burning questions of the day; to have native sympathy, open-calmness of judgment, is to have culture." And, as President Conant indicated—If we are to have a national culture, we shall not be afraid of heresy. If we are to have democracy we shall not be afraid of establishing and experimenting with the processes of democracy.

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### DOCTOR ADE:

Doctor West's reference to the conservative, reminds me that someone once said, "Who is a Conservative?" And the answer was—"A Conservative is one who worships dead Radicals." So I am not sure about some of these matters; but I am confident and certain that the three talks we have had this afternoon are excellent contributions to our program.

I want to thank, again, Doctors Fausold, Ackley, Cressman, Klonower, McKay, and the Committee, and all of those who have participated in the various meetings to make the Congress the success that it has been. I want also to especially thank Doctor Harr, Doctor Studebaker, and Doctor West for the very stimulating and profitable talks given on this occasion.

I expected to take the time to introduce many of the folks who are here, but I know you are in a hurry; we did not plan any other meetings for this particular day, so there was no need for hurrying. I make no apologies for the fact that we have run over the scheduled time because that was a part of the underlying plan.

May I again, then, thank the Committee that assisted Doctor Fausold in formulating the program, and at the same time appoint the Committee for the Education Congress of 1937. Doctor Fausold has done so well with this particular Congress that I am going to ask him to serve again as Chairman. Are there any objections to that appointment? I hear none, and that is voted. It reminds me of the story of the fellow who said, "All those in favor of the motion say Aye." About a third said "Aye." Then he said,

"The motion is carried." Someone in the audience said, "But, Mr. Speaker, you did not put the negative of that motion." "I know I did not; I tried that once before and the motion lost."

Thank you all for coming. I am hoping that you can go back and report that a pleasant and profitable time was had by all.





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